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

Ensuring climate resilient water supplies in the Comoros Islands

Evaluation Report

UNDP PIMS: 5740
GCF: FP094

IE Timeframe: 10-03-2023 to 01-24-2024

Region: Africa

Country: The Union of Comoros

Implementing Partner: Ministry of Energy, Agriculture, Fisheries, Environment, Country Planning and Urbanism (MEAPEATU)

Interim Evaluation Team Members:
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Acknowledgements

This Interim Evaluation (IE) was conducted by Joana Talafré, lead evaluator and team leader, with support from the team at Okapi Environmental Consulting Inc, in particular Seyni Ganda, who undertook the IE field mission. The IE was conducted in strict adherence to GCF and UNDP norms, standards, and rules, and with a view to providing useful and actionable recommendations for the success of this project.

The team wishes to acknowledge the support of the Government of Comoros and the UNDP Country office during the conduct of the work, the evaluation mission, and to thank them for their valuable inputs and contributions to this exercise. Preliminary results and findings were presented at a workshop and the project team had an opportunity to point out or address any inaccuracies in this report.

It is our hope that the recommendations put forward by this evaluation will contribute to the achievement of this project which we believe is of utmost importance to the achievement of the Comoros sustainable development and climate resilience objectives.

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Acronyms and Abbreviations

AE	Accredited Entity
AFESD	Arab Fund for Economic and Social Development
AGSSD	Accelerated Growth Strategy and Sustainable Development
AMA	Accreditation Master Agreement
ANACM	National Agency of Civil Aviation and Meteorology
APR	Annual Performance Report
CIPS	Climate information products and services
CSO	Civil Society Organization
DGEF	Directorate General for Environment and Forests
DGEME	Directorate General for Energy, Mines and Water
DPC	Direct Project Costs
DWSD	Drinking Water Supply
ESMF	Environmental and Social Management Framework
EE	Executing Entity
ESIA	Environmental and Social Impact Assessment
FAA	Funded Activity Agreement
GCF	Green Climate Fund
GEF	Global Environmental Facility
GRM	Grievance Mechanism
HACT	Harmonized Approach for Cash Transfers
IE	Interim Evaluation
INRAPE	National Research Institute for Agriculture, Fisheries and the Environment
IP	Implementing Partner
IRMF	Integrated Results Management Framework
ITC	International Technical Advisor
IWRM	Integrated Water Resource Management
KEQ	Key Evaluation Question
LDCs	Least Developed Countries
MAPE	Ministry of Agriculture, Fisheries and the Environment
MAPEATU	Ministry of Agriculture, Fisheries, Environment, Land Management and Urban Development
M&E	Monitoring and Evaluation
NAAP	National Adaptation Action Plan
NAPA	National Adaptation Programme of Action
NAAPP	National Adaptation Action Programme Projects
NIM	National implementation modality
NPD	National Project Director
PMU	Project Management Unit
PMU	Project Management Unit
PPD	Pre-Project Detailed study

PR	Responsible parties
ProDoc	Project Document
PSC	Project Steering Committee
RBM	Results Based management.
RF	Results Framework
RGIBV	Integrated Watershed Management Project
ROAR	Results Oriented Analysis Report
SBAA	Standard Basic Assistance Agreement
SDG	Sustainable Development Goal
SESP	Social and Environmental Screening Procedure
SH	Stakeholders
SIDS	Small Island Developing States
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
SONEDE	National Company for the Exploitation and Distribution of Water
SONELEC	National Company for the exploitation of electricity
ToC	Theory of Change
TOR	Terms of Reference
UCEA	Union of Anjouan Water Committees
UCEM	Union of Mohéli Water Committees
UDC	University of Comoros
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
USD	United States Dollars
UNV	United Nations Volunteer

Project Information

PROJECT INFORMATION			
Project Title:	Ensuring climate resilient water supplies in the Comoros Islands		
Country	The Union of Comoros	**Date Project Coordination and Project Managers hired:**	
UNDP Social and Environment Screening Category	Cat B	**UNDP Gender Marker:**	2
Quantum Project number:			
UNDP-PIMS ID number:	PIMS 5740	**GCF ID number:**	FP 094
Project Start Date:	2019	**Planned end date (completion date):**	2027
GCF Results Area	A2.0		
Mitigation / adaptation focus	☐Mitigation ☒Adaptation ☐Cross-cutting		
National designated authority	Ministry of Energy, Agriculture, Fisheries, Environment, Country Planning and Urbanism		
Accredited entity	United Nations Development Programme		
Executing entity / beneficiaries.	Executing Entity: Government of Comoros acting through the Ministry of Energy, Agriculture, Fisheries, Environment, Country Planning and Urbanism (MEAPEATU) Beneficiary: 450,000 direct beneficiaries in 103 communities 800,000 indirect beneficiaries		
Other Executing Partners:			
Project Financing	At approval of funding proposal	At Interim Evaluation	
[1] GCF Grant:	41,919,808	41,919,808	
[2] UNDP Contribution:	2,000,000	2,000,000	
[3] Government:	14,597,468	14,597,468	
[4] China GEC	1,940,856	1,940,856	
[5] FADES	293,363	293,363	
[6] Total Co-financing [2+3+4+5]	18,831,687	18,831,687	
[6] Project Total costs [1+5]:	60,751,495	60,751,495	

Table 1: Project Information Table

Executive Summary

1.1. Project description

The project supports Comoros, a Least Developed Country (LDC) and Small Island Developing State (SIDS), to adapt to increasing **extreme climate risks** (including droughts, flooding and water quality impacts from landslides/erosion and the intrusion of saline water that impact the country's drinking and irrigation water supply.

The project's financing package consisted in:

- A Government of Comoros of US$ 14.6 million
- A contribution from the China Geo-Engineering Corporation of US$1,940,856
- A contribution from UNDP of US$2 million
- A contribution from the Arab Fund for Economic and Social Development (FADES) of US$ 293,363
- A contribution of US$ 41.91 million from the GCF.

The project's expected outcome is Increased Resilience of Water Supplies to Climate Risks in the Comoros Islands. The project is divided in three Outputs[1]:

- Output 1 "**Strengthened enabling environment for climate informed water supply planning and management":** seeks to achieve a national water planning approach that mainstreams climate resilience into policies, plans, legislation, budgeting and institutional arrangements.
- Output 2 "**Climate Informed Water Resources and Watershed Management Including Forecasting and Early Warnings of Climate Risks"** seeks to ensure adequate water resources are available during droughts and floods and supports the management the watersheds to prevent climate induced degradation and augment water resources protection.
- Output 3 "**Improved water access through Climate Resilient Water Supply Infrastructure**" seeks to design, build, operate and maintain water supply infrastructure to explicitly be resilient to climate change increased risks.

1.2 Project Progress Summary

The evaluation finds that the rate of output achievement is aligned with expectations, even after the project experienced delays due to COVID, tendering processes, recruitment processes and the like.

Activities under Output 1 are progressing according to plan. The project completed the finalization of the Law bearing the Code of Water (Law no. 20-036/AU) which was promulgated

[1] Funded Activity Agreement (FAA) p. 92 (Funding proposal).

on January 30, 2021. The text of the Law includes Climate change and Gender considerations. Twenty (20) (out of 27 planned) regulation texts have been elaborated and are slated for promulgation during 2024. A national campaign to publicize the new water code law was carried out in Ngazidja, Anjouan and Mohéli. A report analyzing global best practice in water safety and security planning was produced and a national water safety and security plan was drawn up and validated by all stakeholders in 2022. These represent significant achievements in the context of Comoros, given that these issues had been on standby for many years prior to the commencement of the project.

Activities under output 2 have also progressed, with the implementation of targeted reforestation around sensitive watershed points (193 ha in total). This work was supported by the finalization of a map of watersheds and hydrographic networks of the three islands, which were shared to all stakeholders and development partners. The project strengthened the technical capacity of the hydro-climate monitoring network administered by the national meteorology agency (ANACM) and initiated some capacity development work for the agency to become technically and financially sustainable, including through training, development of standard operating procedures, a proposed economic model, and the acquisition and installation of a number of monitoring infrastructure and equipment. The project set up and created integrated water management committees in the project sites. Their work is nascent, and the training of the members is underway.

Output 3 has mobilised significant human resources, community involvement, and high-level political engagement. The total intended budget of USD 50 million is already 59%. The rate of technical activity achievement is 55%, despite considerable delays imposed by the COVID pandemic and the ensuing supply chains perturbations. The project is advancing well in the delivery of the various physical infrastructures. The project identified 15 new groundwater sources in the Grande Comores region, 9 of which are currently being drilled (6 exploitation boreholes and 3 piezometric boreholes) for testing purposes. Some water supply systems are built, including 16 storage units, 12 treatment systems, 19 new protected water points, along with rainwater harvesting micro-basins (217).

As a cross-cutting issue, the project faced some significant delays and challenges related to the COVID pandemic, constraints in supply chains following the Russia-Ukraine war, and price increases related to the global economic inflation crisis, which could not have been foreseen. These have all had significant impacts on project implementation, namely by:

- Creating an estimated budget shortfall of 10.9 million USD, due to the higher price of materials and goods.
- Creating delays in the acquisition of international goods and services.
- Creating obstacles to local consultations and travel during the sanitary confinement periods.

1.3 Interim Evaluation Ratings and Achievement Summary Table

Below are summarized ratings for the main evaluation criteria as indicated in the Evaluation Matrix (

Annex 2—Interim Evaluation matrix). Full detailed ratings for indicators and sub-indicators are listed in the main reports under section 5.1.

Overall, the project's performance is rated as **Satisfactory**.

Measure	Interim Evaluation Rating[2]	Achievement Description
Project Strategy	Moderately Satisfactory – 4 (6 pt scale)	The project strategy is highly relevant and comprehensive, however, weaknesses in the results framework – such as formulation of indicators, targets and results statements – create challenges for the monitoring and evaluation system.
Progress Towards Results	Outcome Achievement Rating: 4 (6 pt. scale)	The project outcome is, as listed in the project's Theory of Change, "ensuring climate resilient water supplies in the Comoros island". The project results framework offers no indicator for this outcome. This makes the outcome statement very vague and difficult to measure. The evaluation can only affirm, in general, that the project is making a contribution to this outcome, by virtue of its design. A certain number of conditions must be in place at completion in order to reach the designed level of results.
	Output 1 Achievement Rating: 5 (6 pt. scale)	The project completed the finalization of the Law bearing the Code of Water (Law no. 20-036/AU) which was ratified by Parliament on 28th of December 2020, and promulgated by presidential decree on January 30th, 2021. The text of the Law includes Climate change and Gender considerations. An additional 2 (out of 27 planned) regulation texts have been elaborated and are slated for promulgation during 2024. A national campaign to publicize the new water code law was carried out. The project is currently working on the development of tools for water planning, budgeting and operation, including water tariffication options. A report analyzing global best practice in water safety and security planning was produced and a national water safety and security

[2] Ratings for Objective/Outcome Achievement and Project Implementation & Adaptive Management: 6 = Highly Satisfactory (HS): exceeds expectations and/or no shortcomings; 5 = Satisfactory (S): meets expectations and/or no or minor shortcomings; 4 = Moderately Satisfactory (MS): more or less meets expectations and/or some shortcomings; 3 = Moderately Unsatisfactory (MU): somewhat below expectations and/or significant shortcomings; 2 = Unsatisfactory (U): substantially below expectations and/or major shortcomings; 1 = Highly Unsatisfactory (HU): severe shortcomings, Unable to Assess (U/A): available information does not allow an assessment. Ratings for Sustainability: 4 = Likely (L): negligible risks to sustainability; 3 = Moderately Likely (ML): moderate risks to sustainability; 2 = Moderately Unlikely (MU): significant risks to sustainability; 1 = Unlikely (U): severe risks to sustainability; Unable to Assess (U/A): Unable to assess the expected incidence and magnitude of risks to sustainability

		plan was drawn up and validated by all stakeholders in 2022. These represent significant achievements in the context of Comoros
	Output 2 Achievement Rating: 4 (6 pt. scale)	A study determining the operational modalities of the Integrated Water Management Committees (Comités GIRE) was developed, and subsequently, operations manuals and decrees for operationalization were established. Training of IWM committee members is underway. A mapping of vulnerability in each of the 15 project areas was developed. An action plan (2023-2027) to reduce climate risks in the watersheds, was also finalized. The project initiated soil conservation measures such as reforestation in targeted areas. The project developed and implemented a training plan for IWM committee members. This also included zoning maps and training of trainers, as well as the documentation of best practices in terms of integrated water management. The project assisted ANACM and other partners in redesigning the hydro-climate monitoring network and developed and delivered training for installation and maintenance of equipment. Training on the development of standard operating procedures (SOPs) was carried out. The project also launched the construction of the water analysis laboratory at the University of the Comoros (UDC).
	Output 3 Achievement Rating: 4 (6 pt. scale)	Work is in progress towards the finalization of the infrastructure. The management structures of the installed systems are operational. The technical quality of the works is generally sound. The project is gathering evidence on the beneficiaries who have received improved access to water, and water information. A key issue that has arisen for Output 3 is the way in which supply chain constraints and inflation have affected the cost of intended works
Project Implementation & Adaptive Management	4 – Moderately Satisfactory (6 pt. scale)	Project management, supervision and execution have been conducted with due diligence despite low national capacity which has required adaptations in execution modalities and support provided by UNDP. Efforts to strengthen the capacity of the national executing agency are underway. Weakness in the monitoring and evaluation system prevent optimal adaptive management.
Sustainability	3 = Moderately Likely (ML) (4pt scale)	Many conditions are in place to ensure the project's sustainability, but there remain some institutional and financial risks that will require addressing in the second half of the project.

1.4 Summary of Conclusions and Recommendations

A summary of the main conclusions, recommendations and lessons learned is presented here.

Conclusion 1—The implementation of the project is progressing as planned, and benefits are beginning to materialize as intended; however, the achievement of the final targets as expressed the project document is jeopardized by the budget shortfall created by the unexpected inflationary crisis which resulted from the Russia-Ukraine war and the aftermath of the COVID pandemic. A plan is proposed to address this challenge, including a restructuring of the project.

Conclusion 2—The project has succeeded in instigating significant institutional, policy and cultural changes in terms of water governance, water management and water use. Work is ongoing to increase the social acceptability of these changes, to increase institutional sustainability, and to ensure their application at all levels countrywide.

Conclusion 3—Monitoring and Evaluation systems meet the minimum requirement for accountability, but are inadequate to feed into policy influence, learning, communication, and results harvesting. The project does not currently have the means to collect or use data in a way that would inform policy making. Furthermore, the lack of disaggregated data prevents the project from accurately reporting on adaptation benefits, including in particular those accrued u vulnerable groups such as women, children, youth, elders or persons living with disabilities.

Conclusion 4—Project management and execution are adequate and meet the standards of due diligence, despite challenges in national execution during the first half of the project, which have now almost fully been resolved. Continued caution must be taken to ensure full compliance with UNDP and GCF procedures by all stakeholders. The country office and the project team have made tremendous and valuable efforts to redress past shortcomings. The continued adherence to policies and standards of the GCF require that adequate capacity be maintained in the country office, executing entities and among implementing partners.

Conclusion 5—Gender Equity, Social Inclusion, and the management of Environmental and Social Safeguards have been innovations in the context of Comoros but more work is needed to ensure the best results for project beneficiaries, including through the detailed documentation of qualitative and quantitative results.

Recommendation	Responsible Party (ies)	Deadline
Recommendation 1— The AE should immediately submit a restructuring proposal and budget revision to address the budget shortfall and to enable adequate annual planning for 2024 onwards. The restrucruring proposal should be as supplemented by the findings of this evaluation.	GCF UNDP MAPEATU	Immediately, no later than first quarter of 2024

Recommendation 2—The project should continue and expand its work to raise awareness and improve social acceptability of new mechanisms for the mobilization, management, and distribution of water over the next year.	MAPEATU, UNDP	2024 and onwards
Recommendation 3—The project management unit should develop, within the next 6 months, an upgraded Monitoring and Evaluation System on the basis of an improved results framework, that includes qualitative and quantitative information and the financial resources for household surveys and disaggregated data collection.	MAPEATU UNDP	By June 2024
Recommendation 4—The capacity of national institutions to take over implementation, execution, replication and upscaling after project execution should be strengthened by the project until closure.	MEAPEATU UNDP	Until closure
Recommendation 5—UNDP should continue to support the UNDP Country Office in developing the capacity of the staff and project team to adequately manage the project	UNDP HQ	Until closure

Key lessons learned include:

- Lesson 1 notes the need to incorporate financial contingency into project budgets more systematically to address uncertainties like exchange rate fluctuations and inflation.
-
- Lesson 2 underscores the impact of flaws in project design on implementation, emphasizing the need for a robust theory of change supported by a solid results framework with both quantitative and qualitative indicators.

- Lesson 3 stresses the importance of adequate monitoring and evaluation (M&E) for project teams to leverage results effectively, contributing to continuous learning and informing social acceptability, replication, and sustainability efforts.

- Lesson 4 focuses on continuously strengthening the capacity of national entities involved in GCF projects, urging collaboration with accredited entities and thorough capacity assessments before project commencement.

- Lesson 5 recognizes the gradual nature of cultural change and highlights the importance of communicating results in a detailed, analytical, and qualitative manner to foster cooperation, trust, and a shift in mentalities.

2. Introduction

The stated objective of the project is to support Comoros in its efforts to adapt to increasing extreme climate risks (including droughts, flooding and water quality impacts from landslides/erosion) that impact the country's drinking and irrigation water supply.

The project, which is expected to last 8 years and has a total budget of US$ 60.75 million (of which US$ 41.91 is a grant from GCF), is executed by the Government of Comoros, represented by the Ministry of Agriculture, Fisheries & Environment (MAPE) as Executing Entity (EE) with support from UNDP as Accredited Entity (AE). The project has three Outputs:

- Output 1: Climate informed water supply planning and management
- Output 2: Climate Informed Water Resources and Watershed Management including forecasting and early warnings of climate risks.
- Output 3: Climate Resilient Water Supply Infrastructure

The Funded Activity Agreement was ratified by UNDP and the Green Climate Fund in April 2019, and project implementation started in June 2019. The project held its inception workshop in November 2019.

2.1. Purpose of the Interim Evaluation

This interim evaluation provides an assessment of the project's performance in achieving its stated aims and objectives for the first half of its implementation as specified in the UNDP project document and the GCF Funded Activity Agreement (FAA). Second, to evaluate early signs of project success or failure with the aim of identifying any changes needed to improve implementation and chances of success. The interim evaluation will also examine the project's strategy and any risks to sustainability of outcomes.

The evaluation provides evidence-based recommendations on how to maximize long-term impact. The Interim Evaluation (IE) draws lessons from implementation to date and recommends options for continuing and improving results in a spirit of collaborative decision-making. The recommendations cover the second half of the project's implementation, but some also extend beyond the implementation schedule as part of a wider scaling up and sustainability strategy.

2.2. Scope

According to the Terms of Reference (Refer to Appendix 1), the scope of the evaluation includes a review of progress under each of the project outputs for the period June 2019 to 30 September 2023. For Output 1, the review focuses on strengthened capacities and institutional frameworks for climate-based water management. For Output 2, the analysis focuses on progress made in improving local practices in each of the three Islands in terms of risk management, water management, conservation and mobilization, watershed management and early warning systems. As for the third Output, the midterm review examines the project's success in improving access to water through resilient infrastructure. Finally, the interim evaluation examines the project's governance, monitoring and evaluation system and management processes, and how they have influenced the results achieved to date. Special emphasis is placed on the cross-cutting

issues related to gender equality, social inclusion and the management/deployment of environmental and social safeguards. The main evaluation criteria are listed below. As per the TOR, the IE analyses:

- **Implementation and adaptive management**—seek to identify challenges and propose additional measures to support more efficient and effective implementation. The following aspects of project implementation and adaptive management will be assessed: management arrangements, work planning, finance and co-finance, project-level monitoring and evaluation systems, stakeholder engagement, reporting, and communications.
- **Risks to sustainability**—seeks to assess the likelihood of continued benefits after the project ends. The assessment of sustainability at the Interim Evaluation stage considers the risks that are likely to affect the continuation of project outcomes. The IE should validate the risks identified in the Project Document, Annual Project Reports, and the Quantum Risk Management Module and whether the risk ratings applied are appropriate and up to date.
- **Relevance, effectiveness and efficiency**—seeks to assess the appropriateness in terms of selection, implementation and achievement of FAA and project document results framework activities and expected results (outputs, outcomes and impacts).
- **Coherence in climate finance delivery with other multilateral entities**—looks at how GCF financing is additional and able to amplify other investments or de-risk and crowd-in further climate investment.
- **Gender equity**—ensures integration of understanding on how the impacts of climate change are differentiated by gender, the ways that behavioural changes and gender can play in delivering paradigm shift, and the role that women play in responding to climate change challenges both as agents but also for accountability and decision-making.
- **Country ownership of projects and programmes**—examines the extent of the emphasis on sustainability post project through country ownership; on ensuring the responsiveness of the GCF investment to country needs and priorities including through the roles that countries play in projects and programmes.
- **Innovativeness in results areas**—focuses on identification of innovations (proof of concept, multiplication effects, new models of finance, technologies, etc.) and the extent to which the project interventions may lead to a paradigm shift towards low-emission and climate-resilient development pathways.
- **Replication and scalability**—the extent to which the activities can be scaled up in other locations within the country or replicated in other countries (this criterion, which is considered in document GCF/B.05/03 in the context of measuring performance could also be incorporated in independent evaluations).
- **Unexpected results, both positive and negative**—identifies the challenges and the learning, both positive and negative, that can be used by all parties (governments, stakeholders, civil society, AE, GCF, and others) to inform further implementation and future investment decision-making.

2.3. Methodology

The overall approach was to use this evaluation as a collaborative, participatory, learning and reflective exercise, through which stakeholders would be able to understand their achievements, success factors or challenges, and to provide information to make informed decisions about the

future in the evolving context of climate change, water and land management policies in Comoros.

One key principle of our work was to ensure that project beneficiaries—and in particular vulnerable groups—had an opportunity to participate in stocktaking, reflect on successes and benefits, voice any concerns, in an open and transparent manner, so that they feel they have an influence on the course of implementation. To provide a relevant and high-quality evaluation, we combine quantitative and factual reporting with more perception-based results gathering. To the extent possible, documented evidence was triangulated with in-country consultations for validation and to ensure solidity of evaluative evidence.

The evaluation was conducted by an independent consultant with in-depth knowledge of the Comorian context, but no prior involvement with this project at any stage. The independent consultant was assisted by an independent reviewer with technical expertise in water management and infrastructure in Comoros who undertook the field visits. To ensure independence and neutrality, secondary sources of information were sought, and verification of sources was undertaken wherever and whenever possible. The project team was given an opportunity to correct factual errors.

Data collection methods included a review of all available documents transmitted by the project management team, a summary of which can be found in Annex 6; an analysis of financial documents and reports as transmitted by the UNDP country office; interviews with key informants and field visits. Key informants were selected among the following stakeholders:

- The Project team at Union and Island level
- UNDP staff at country and regional office
- Executing Entity representatives in all directorates and divisions
- Project service providers (construction firms, consultants)
- Project partners (e.g. members of watershed committees, landowners, mayors, utilities)
- Project beneficiaries.

The project beneficiaries who were consulted included women, men and youth who participated in project activities. To ensure adequate gender representativity, the evaluator requested to meet women separately whenever feasible, and met with women's groups in project sites. The evaluator also met with women representatives of institutions when they were available, including in the different Ministries. A total of 213 people (103 women) participated in the evaluation.

Sites visited were selected during the inception period on the basis of representativity, to ensure that i)each island was visited; ii)each type of works were verified (pipelines, boreholes, monitoring stations, reservoirs, ponds, etc); iii) each type of users were represented; iv) each type of partner was represented. In all cases, invitations were extended to women.

To limit bias in the data collection process and to support triangulation, three approaches were taken: when documentary evidence considered, secondary sources were sought for triangulation

wherever available (physical observation, interviews, or independent data sources). Documents were reviewed jointly by the evaluator and the water management specialist who assisted the evaluation. Methodologies for calculations used by the project team were detailed and discussed, to ensure that any quoted data was done on the basis of quality assurance by the evaluator.

An interview protocol based on the evaluation criteria was prepared to serve as a guide during interviews, but the interviews were conducted as semi-directed open-ended discussions, to ensure broad, honest and spontaneous views were collected. Notes were taken during interviews, and some were recorded; these were reviewed and analyzed jointly by the evaluation and the Water management specialist who assisted during the mission.

Evaluation Questions and Criteria

Our approach and methodology are closely aligned with the 15 evaluation standards[3] of the Green Climate Fund as set out in the GCF Evaluation Policy[4] and the Evaluation Guidelines for Accredited Entity implemented projects[5]. Our evaluation matrix organizes the various evaluation criteria, sub-criteria and indicators under the four main evaluation criteria as specified in the Annexes E and C of the Terms of Reference (Annex 2—Interim Evaluation matrix):

1. Project Strategy: To what extent is the project strategy relevant to country priorities, country ownership, and the best route towards expected results?
2. Progress Towards Results: To what extent have the expected outcomes and objectives of the project been achieved thus far?
3. 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?
4. Sustainability: To what extent are there financial, institutional, socio-economic, and/or environmental risks to sustaining long-term project results?

In addition to the criteria listed in the table, as requested by the project management team, the interim evaluation sought to answer the following three key evaluation questions:

- KEQ1: Considering progress to date, what are emerging best practices, or suggested innovations to sustainably improve the policy enabling environment and water governance?
- KEQ2: Has the project succeeded in developing a plan for long-term sustainability, upscaling and broader adoption; and if not, what are the key missing ingredients?
- KEQ3: What are the best practices emerging from implementation regarding the integration of GCF environmental and social standards, including best practices in terms of safeguards monitoring, social inclusion, and gender integration.

[3] https://ieu.greenclimate.fund/document/green-climate-fund-evaluation-standards
[4] https://www.greenclimate.fund/document/evaluation-policy-gcf
[5] https://ieu.greenclimate.fund/sites/default/files/document/gcf-evaluation-guidelines-web.pdf

Stakeholder Engagement

A stakeholder analysis was conducted at IE inception to ensure that all project stakeholders and partners were duly consulted and enabled to participate in the project. A full list of consulted stakeholders by category and gender is included in Annex 5—List of people .

Project organizational partners: this includes the AE (UNDP) at regional and national level; Representatives from the executing entity (MAPEATU), the project unit at national and island levels, implementing partners such as DGEME, SONEDE, ANACM, Directorates of Water and Sanitation, various CRDE, and University of Comoros.

Project beneficiaries: users of water installations, recipients of trainings, participants in land use management and IWRM installations. Separate consultations were held with women and the evaluation team sought representation from youth, elders and persons living with disabilities wherever possible. The evaluation sought to ensure that at least half of project beneficiaries consulted were women.

Project external partners: including related projects on the ground (UNEP-GEF RGIBV, AFD, etc.), other donors and organizations with a related mandate or objective.

The stakeholder engagement methods included individual interviews with key informants (in person and virtual), site-level focus groups, workshops in each island to ensure maximum participation at the organizational levels, and a final debrief workshop at the end of the evaluation mission. Village-based and field-based meetings were held with project beneficiaries, including men, women, elders, youth and civil society representatives. The key questions that were asked during these sessions are included in Annex 3 to this document.

The intended audience for this report is the Green Climate Fund, Accredited Entity and Executing Entities. Preliminary findings were presented to the UNDP Country office and project team at the end of the field mission. The report was subject to an internal Quality Assurance (QA) process in UNDP prior to submission. Regarding the QA process, the UNDP submitted the report to internal peer reviewers who were not involved in the evaluation. reviewers who were not involved in the evaluation. Specifically, the internal QA process involved three different layers of review. At the CO level, the Program Analyst for climate change and the Deputy Resident Representative reviewed the report. At the regional and HQ levels, additional quality assurance was done by the Regional Technical Advisor, the Regional Programme Associate, and the Knowledge & Results Specialist in UNDP HQ. Prior to submission, the first draft of the report was cleared by the Senior Management of the UNDP Country Office and the Regional Technical Advisor prior to submission. The second draft report was reviewed by the HQ Senior Technical Advisor and cleared by the Principal Technical Advisor.

Following finalization, the report and the Management response will be distributed to the Project Steering Committee and the Executive Summary of this report will be prepared for dissemination to the public via the Government of Comoros' MEAPEATU website. The report will also be made available on UNDP's website.

Field Mission

A 14-day data collection and in-site evaluation mission took place from October 10th to October 24th . The detailed agenda of the mission is included in

Annex 4—Mission Itinerary. The main objectives of the mission were:

- To observe the main project realizations in terms of water mobilization, water conservation, sustainable land and watershed management and others.
- To gather views from project participants on effectiveness, efficiency and sustainability of project outputs to date.
- To discuss the quality of institutional project outputs and deliverables, including challenges in delivering policy-related outputs and outcomes.
- To collect views of project beneficiaries on successes and challenges to date.

The project sites on the three islands, which were selected to represent the near totality of water mobilization infrastructure, and an island-specific representative sample of micro-basins and hydro-meteorological monitoring stations. Site visits also included a cross-section of project beneficiaries (men, women, government and non-government organizations) and works underway or completed. Logistical feasibility was also a criterion, as inter-island travel in Comoros requires careful planning.

2.4. Limitations

Due to time limitations, the mission was not able to visit all project sites and to contact all project beneficiaries. Our field-data collection mission was therefore designed to provide a representative sample of project realizations, achievements and challenges. Follow-up interviews and discussions took place with the project team. In some of the visited sites, it was not possible to systematically organize separate meetings with women; however, participation of women as beneficiaries was facilitated and did take place. A list of persons consulted, is found in Annex 5—List of people .

The project was not able to conduct household surveys and questionnaires as planned in the project design documents. This was also not foreseen in the context of the Interim Evaluation. As a result, specific and disaggregated measures of certain indicators were not readily available and are missing from this Interim Evaluation. The evaluation team sought to reconstruct these indicators from available evidence and site visits to the extent feasible. It is our view that the interim evaluation and the project's monitoring and evaluation system would have benefited from disaggregated data from household surveys.

No further limitation presented itself that we are aware of.

3. Project Description and Background Context

3.1. Development Context

The hydro-physical features of Comoros significantly contribute to its high vulnerability to climate change impacts. Comoros has very small watersheds and aquifers with very limited natural storage which respond rapidly to changes in rainfall and are consequently highly vulnerable to rainfall variability and intensity, resulting in significant drought, flood erosion and salinization impacts. Climate change predictions for Comoros include an increase in rainfall variability,

lengthening of droughts and increasing frequency and intensity of storm floods and resulting erosion.

The main island of Grand Comore has no surface water, requiring coastal towns to exploit marginally fresh groundwater resources, whilst the rural upland communities, making up 5% of the island's population, must rely solely on rainwater harvesting. On the two more remote and poorer islands of Anjouan and Mohéli, there are no proven groundwater resources; they therefore are completely reliant on the seasonally variable streams.

Comoros is also one of the poorest countries in the world, with an estimated 8% of the rural population considered poverty-stricken and 46% of the population living in absolute poverty (<$1.25/person/day). This severely constrains its national adaptation capacity. One of the most urgent needs in Comoros, as stated by the NAPA, is to build the resilience of their water supply to the impacts of climate change. More specifically Comoros needs to increase the resilience of its limited water resources and watersheds, protect its water supply infrastructure and strengthen the adaptation capacity of its institutions and communities to plan and operate in increasing climatic extremes.

National capacity to adapt to climate change risks in Comoros is extremely limited, as it is for many SIDS, but particularly those that are also LDCs. At least 14.3% of the population is unemployed. The unemployment rate among those aged 15–24 is very high at 50.5%. Between 70–80% of the Comorian population are small-scale farmers that are dependent on rain-fed water resources for subsistence agriculture. National food security is therefore closely linked to water security and to climate change impacts and their successful adaptation. More widely, poverty issues and limited employment opportunities are severely hindering the country from self-sustaining economic growth.

Comoros is therefore not only intrinsically vulnerable to climate change impacts but has little current capacity to strengthen its adaptive capacity to be resilient to these impacts. This lack of resilience extends as far as the capacity to submit grant applications to the global climate change adaptation funds.

3.2. The Project

The project, "Ensuring climate resilient water supplies in the Comoros Islands," supports Comoros, in its efforts to adapt to increasing extreme climate risks (including droughts, flooding and water quality impacts from landslides/erosion) that impact the country's drinking and irrigation water supply.

Comoros has a very small national land area of only 2,612 km^2 consisting of steep volcanic terrain. It has very small watersheds and aquifers which have little natural water storage capacity, and consequently are highly vulnerable to climate change magnified rainfall variability. The rural population relies mainly on rainwater harvesting. Predicted increases in water scarcity due to drought, flood and salinization are likely to have significant impacts on the nation's water supplies.

The project's funding is distributed as follows:

- Green Climate Fund: USD 41.9 million,
- UNDP: USD 2 million,
- Arab Fund for Economic and Social Development: USD 293,363
- China-Geo Engineering Corporation: USD 1.9 million, and
- The Government of the Union of Comoros: USD 14.5 million.

The funded activity agreement (FAA) for the project signed on April 18, 2019, between UNDP and the GCF describes the terms and conditions for funded activities. This FAA was made effective upon the signing, on June 25, 2019, of an effectiveness note of the financing agreement allowing the initiation of project activities.

In conjunction with national and state governments, water service providers, water user associations and communities, and their development partners (China, Arab Fund for Economic and Social Development and UNDP) who provide the co-financing for this project, GCF resources are to be used to address critical technical, institutional and financial barriers impeding the improvement of climate resilience of the country's water resources and water supplies.

The project is to achieve a national paradigm shift in strengthening the climate resilience of water supply by mainstreaming systematic climate risk reduction approaches into the governance and delivery of water resources, watersheds, water supply infrastructure and water user management, including in planning, investment, design, operation & maintenance.

Specifically, the project invests in three Outputs:

-
- This section considers the rate and quality of output achievement at mid-term. Note that in the absence of a household survey, which was to serve as a key component to the monitoring and evaluation system, the quantitative analysis must be taken with caution. To calculate rate of achievement, we have considered the technical rate of completion of activities and sub-activities, using information provided by the project team and activity reports. Where possible, as in the case of physical works, field visits, consultations with beneficiaries, and interviews were used as a secondary source of data to triangulate findings. The rate of completion is therefore an estimate of the extent to which activities have been completed to the desired level (against original workplans) and in the desired quality (against intended scope of work and result).

- Output 1—Climate Informed Water Supply Planning and Management: Reinforcing the management of climate resilient water supply by strengthening the water sector enabling environments, for medium to long-term climate adaptation planning. This will be achieved by integration of climate information into the recently revised national water legislation reforms, training on risk-based water management practices, and upgrading tariff reforms to include the additional costs of climate risk reduction.

- Output 2 - Climate Informed Water Resources and Watershed Management including forecasting and early warnings of climate risks. Protecting water quality and moderating extreme high and low water resource flows using integrated watershed management improvements in 32 watersheds (informed by water resources monitoring); and using water resources monitoring to provide early warnings and forecasts of climate risks to improve water supply resilience; and
- Output 3—Climate Resilient Water Supply Infrastructure. Increasing the climate resilience of water supply infrastructure through diversifying the water supply sources for 450,000 people (rainwater, surface water and groundwater); and designing and constructing climate-change risk informed infrastructure to protect from flood risks and sized to withstand drought periods.

3.3. Theory of Change

Addressing critical obstacles that prevent climate resilience in the water sector, in particular the lack of financial resources, lack of coordination and cooperation of stakeholders, knowledge and data and technical capacity (see Theory of change diagram), the project is designed to contribute to:

- Paradigm shift in terms of water governance, by integrating climate risk reduction into water sector regulation, institutional arrangements, planning and budgeting.
- Understanding and adapting the country's water resources to climate risks, by protecting and restoring watersheds, and by monitoring resources and forecasting climatic hazards.
- The integration of climate risk reduction into the design, operation and management of the water supply programme, including the operation of several water points.

The project expects to enable "450,000 people to have a more secure, more resilient and safer drinking water supply, capable of meeting longer drought periods, withstanding more intense storms and supporting food security as well as water security,"[6] . Indirect beneficiaries are expected to be 800,000 people who benefit from national-level interventions in improvements to climate resilient water governance and water resources protection.

[6] Project Funding Proposal

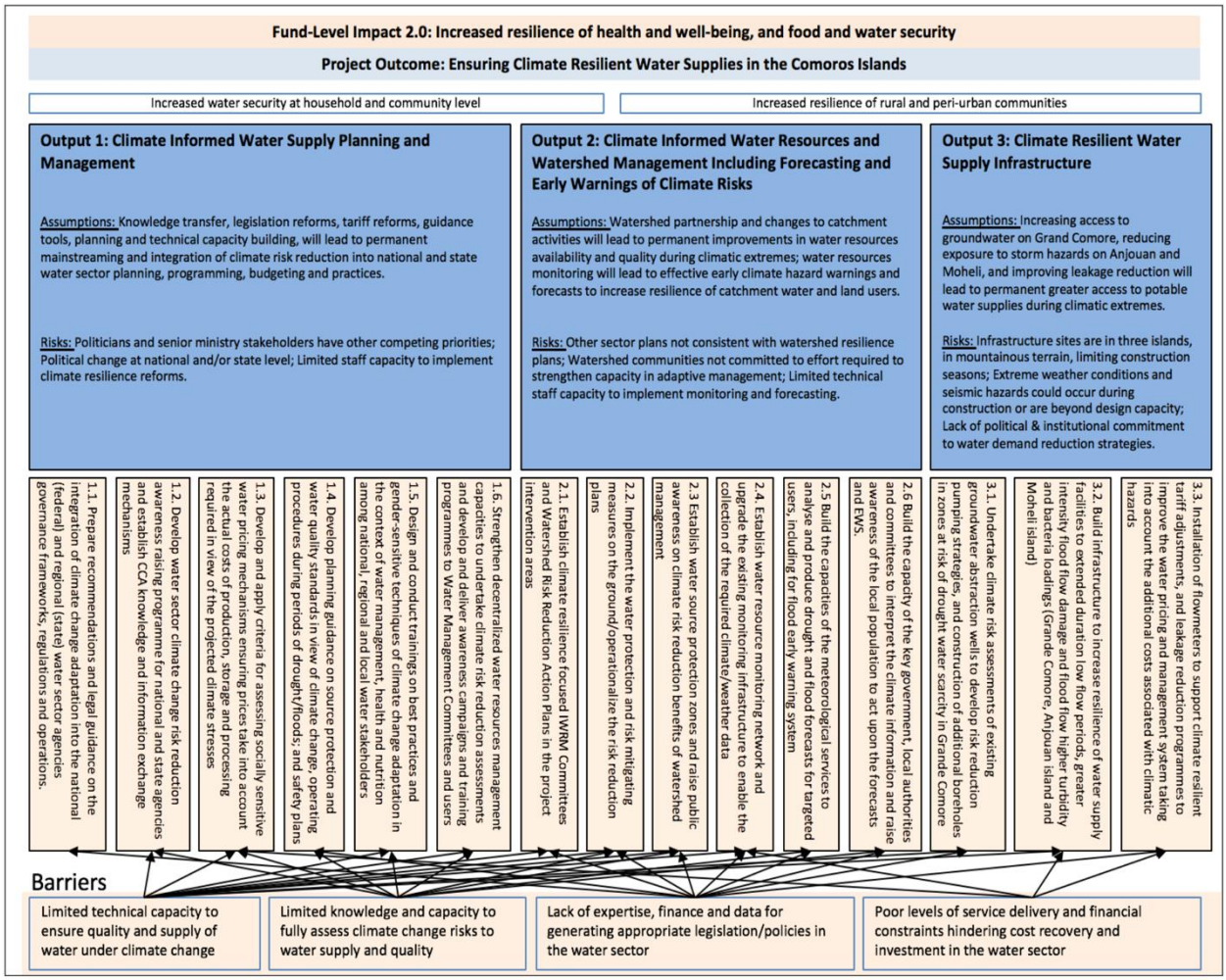

Figure 1: Theory of Change at Design stage (source: FAA)

3.4. Expected Results

The project ensures climate resilient water supplies in the Comoros Islands through the implementation of interventions under the following interlinked activities and outputs, as listed in the Funded Activity Agreement (FAA):

Output 1. Climate informed water supply planning and management

- *Activity 1.1* Prepare recommendations and legal guidance on the integration of climate change adaptation into the national (federal) and regional (state) water sector agencies governance frameworks, regulations and operations.
- *Activity 1.2* Develop water sector climate change risk reduction awareness raising programme for national and state agencies and establish CCA knowledge and information exchange mechanisms.
- *Activity 1.3* Develop and apply criteria for assessing socially sensitive water pricing mechanisms ensuring prices take into account the actual costs of production, storage and processing required in view of the projected climate stresses.
- *Activity 1.4* Develop planning guidance on source protection and water quality standards in view of climate change, operating procedures during periods of drought/floods; and safety plans.

- *Activity 1.5* Design and conduct trainings on best practices and gender- sensitive techniques of climate change adaptation in the context of water management, health and nutrition among national, regional and local water.
- stakeholders

- *Activity 1.6* Strengthen decentralized water resources management capacities to undertake climate risk reduction assessments and develop and deliver awareness campaigns and training programmes to Water Management Committees and users.

Output 2: Climate Informed Water Resources and Watershed Management including forecasting and early warnings of climate risks.

- *Activity 2.1* Establish climate resilience focused IWRM Committees and Watershed Risk Reduction Action Plans in the project intervention areas.

- *Activity 2.2* Implement the water protection and risk mitigating measures on the ground/operationalize the risk reduction plans.

- *Activity 2.3* Support IWRM Management Committees to establish water source protection zones and raise public awareness on climate risk reduction benefits of watershed management.

- *Activity 2.4* Establish water resource monitoring network and upgrade the existing monitoring infrastructure to enable the collection of the required climate/weather data.

- *Activity 2.5* Build the capacities of the meteorological services to analyse and produce drought and flood forecasts for targeted users, including for flood early warning system.

- *Activity 2.6* Build the capacity of the key government, local authorities and committees to interpret the climate information and raise awareness of the local population to act upon the forecasts and EWS.

Output 3: Climate Resilient Water Supply Infrastructure

- *Activity 3.1* Undertake climate risk assessments of existing groundwater abstraction wells to develop risk reduction pumping strategies, and construction of additional boreholes in zones at risk of drought water scarcity in Grande Comore

- *Activity 3.2* Build infrastructure to increase resilience of water supply facilities to extended duration low flow periods, greater intensity flood flow damage and flood flow higher turbidity and bacteria loadings (Grande Comore, Anjouan Island and Moheli island)

- *Activity 3.3* Installation of flowmeters to support climate resilient tariff adjustments, and leakage reduction programmes to improve the water pricing and management system taking into account the additional costs associated with climatic hazards

3.5. Target areas

The 15 target zones on the three islands, comprising 103 villages, have been chosen due to their vulnerability to climate change, their good hydrogeological and hydraulic potential for water storage and capture, limited donor support for water supply in the localities to date and potential collaboration planned with complimentary donor support.

The target areas are:
Areas of Grande Comore:
Area 1: Bambao, Itsandra et Moroni péri-urbain
Area 2: Ngouengwe
Area 3: HambouDjoumoipanga
Area 4: Mboikou
Area 5: Oichili
Area 6: Hamanvou
Areas of Anjouan:
Area 7: Hassimpao
Area 8: Vouani
Area 9: Vassi
Area 1: Ankibani
Area 11: Chitrouni—Saadani
Area 12: Mjamaoué
Area 13: Nioumakélé-Bas
Areas of Mohéli:
Area 14: Fomboni-Djoiezi
Area 15: Hoani-Mbatsé

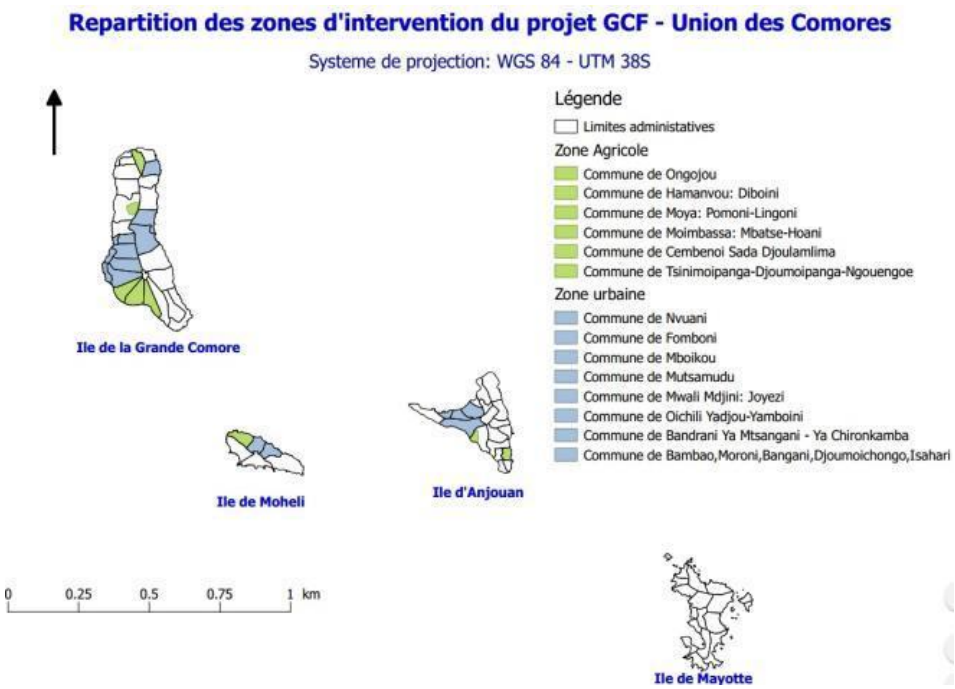

Figure 2: Project sites on each island (source, inception report)

3.6. Implementation Modality

It was established that the project would be implemented following UNDP's National Implementation Modality (NIM), according to the Special Agreement concerning Technical Assistance between UN organizations and the Government of Comoros (signed by both Parties on 27 January 1976) and the Agreement between UN Special Fund and the Government of Comoros concerning Assistance from the Special Fund (signed on 27 January 1976), and according to policies and procedures outlined in the UNDP Programmes and Operations Policies and Procedures (POPP).

The implementing partner (IP) for this project is the Ministry of Agriculture, Fisheries and Environment (MAPE) through its Directorate in charge of Environment and Forests (DGEF) by letter agreed on August 14, 2019. MAPE is also the national designated authority (NDA) to the GCF, with all coordination mechanisms at the national level under the aegis of the Ministry.

The Project Steering Committee (PSC) was established by a Ministerial Order (MAFE) under N° 19/2/MAPE/CAB and comprises 23 permanent members with provision to invite other stakeholders as observers if needed. The PSC oversees taking decisions relating to the management of the project, in particular to advise the PMU. The PSC plays a key role in terms of monitoring and evaluating the project, performing quality assurance of processes and products, and using these evaluations for performance improvement, accountability and learning. The committee meets at least once per year. Representatives of other organizations, such as local water user associations, may be included in the PSC, as appropriate.

3.7. Project Timing and Milestones to date

Accreditation Master Agreement (AMA) between GCF and UNDP	signed August 5, 2016
Funding Proposal submitted	August 16, 2018
GCF Board approval of Funding Proposal	October 2018
Funded UNDP GCF activity agreement (FAA) for the project	signed April 18, 2019
Signing of effectiveness note of the financing agreement	signed June 25, 2019
MAPE designated implementation partner by letter	agreed on August 14, 2019
Project Document between Government & UNDP	signed September 17, 2019
First disbursement of GCF funds	October 1, 2019
Launching ceremony	November 4, 2019
Project Inception Workshop/First Project Steering Meeting	November 5–8, 2019
Validation workshop (PMU & Grand Comore Island Technical Committee	December 17, 2019
Project Inception Workshop Report	December 19, 2019,
Effects of global pandemic begin to be felt in Comoros	April 2020
Launch of preliminary work for drilling of exploitation & piezometric boreholes	November 1, 2022,
Second Project Steering Meeting	December 18–19, 2022
New Water Code adopted unanimously by Parliament	December 28, 2020,
Promulgation of new Water Code	January 30, 2021
CY 2020 APR submitted	March 9, 2021
Two UNDP missions	3rd 4th quarter, 2021
Recruitment of international firm SCET-TUNIS for IWRM committee support	4th quarter 2021
Launch of the works of drinking water supply resilient to climate change	End November 2021
Mission Report—Review of Strategic Repositioning and implementation of GCF Programme in COMOROS	December 15, 2021
CY 2021 APR submitted	March 2, 2022
Third steering Committee Meeting	March 1, 2022
National Water Safety and Security Plan Validation Workshop	September 2–22, 2022
Joint Field Mission (UNDP, DGEF, SONEDE, DGEME)	October 6–8, 2022
CY 2022 APR submitted	March 8, 2023
Fourth steering Committee Meeting	March 22, 2023
Note to File on Cost Escalation	August 18, 2023
Interim Evaluation Mission	October 10–24, 2023

3.8. Summary of main stakeholders

A rapid stakeholder analysis was conducted at the start of the Interim evaluation to ensure adequate engagement and participation of all relevant participants. The main stakeholders identified for the evaluation are as follows, according to interest, influence, and capacity to participate in the project:

Table 1: Stakeholder Analysis

Stakeholder type/group	Influence on the Project	Interest in the Project	Capacity to participate
Project institutional partners			
UNDP (AE)	+++	+++	+++
MAPEATU	+++	+++	+++
DGEF (EE)	+++	+++	+++
DGEME	+++	+++	+++
ANACM	+++	+++	+++
SONEDE	+++	+++	+++
SONELEC	+++	+++	+++
University of Comoros	+++	+++	+++
Project Beneficiaries			
Water users	++	+++	++
Farmers	++	+++	++
Mayors and elected officials	++	+++	++
Women's Groups	++	+++	++
Youth Groups	++	+++	++
Committee Members	++	+++	++
Private Sector	+	+++	+
Government staff (trainees)	++	++	+++
External partners and cofinancers			
China Geo-Engineers Corporation	+	++	+++
Arab Fund for Social Development (FADES)	+	++	+++
European Union	+	++	+++
Agence Française de Développement	+	++	+++
UNEP	+	++	+++
Japan Aid	+	++	+++
National and International NGOs	+++	+++	++

NOTE: In Table 1 above, + refers to "a little", ++ refers to "a moderate level" and +++ refers to "a high level".
The intended audience for this evaluation report is the Green Climate Fund Secretariat, the UNDP as Accredited Entity, the Government of Comoros as main beneficiary and executing entity, and the project team.

4. Findings

4.1. Relevance, Coherence and Comprehensiveness of Project Strategy

4.1. 1 Theory of Change and Results Framework

Our analysis of the project Theory of Change and results framework highlights several strengths and weaknesses. The clarity and specific of the context and problems as documented in the funding proposal and the feasibility study is well established. Different scenarios are proposed for climate change impacts on water, and solutions are tailored to the local context. The project's climate rationale was soundly established and well documented using global, regional and available local data. This resulted in a project strategy that was developed with a high level of granularity to adapt to the realities and impending climate change in each island. For example, the project strategy for Grande Comore is based on drought and aridification in an absence of surface water bodies, whereas the strategies for Anjouan and Mohéli are based on erosion and flood risks in the presence of perennial rivers.

Moreover, the feasibility study and its annexes document the consultative process that took place during project design, reflecting the extent to which the needs of the institutional stakeholders, and the aspirations of local communities, were taken into account when designing interventions.

The project's feasibility study also gives a thorough account of the baseline situation as regards to water in terms of access, quality and quantity, governance and management, as well as the underlying gender dimensions and social inequities around access to water. The feasibility study also provides a good overview of the rationale for selecting vulnerable sites based on 8 criteria groups such as climatic impacts, type and condition of water resources, land degradation, role of women in water management, socio-economic vulnerability, ongoing programmes, and likely ease of project implementation.

The analysis of barriers that underlies the project's theory of change is sound and detailed. However, there are some flaws in the project's Theory of Change (ToC) that have an impact on implementation. First, the barriers appearing on the ToC are not the same ones as detailed in the project document or Feasibility Study. The fact that all project interventions in the ToC appear to address all barriers indicates that the purpose of this dimension of the ToC may not have been sufficiently understood to allow for fine-tuning activities.

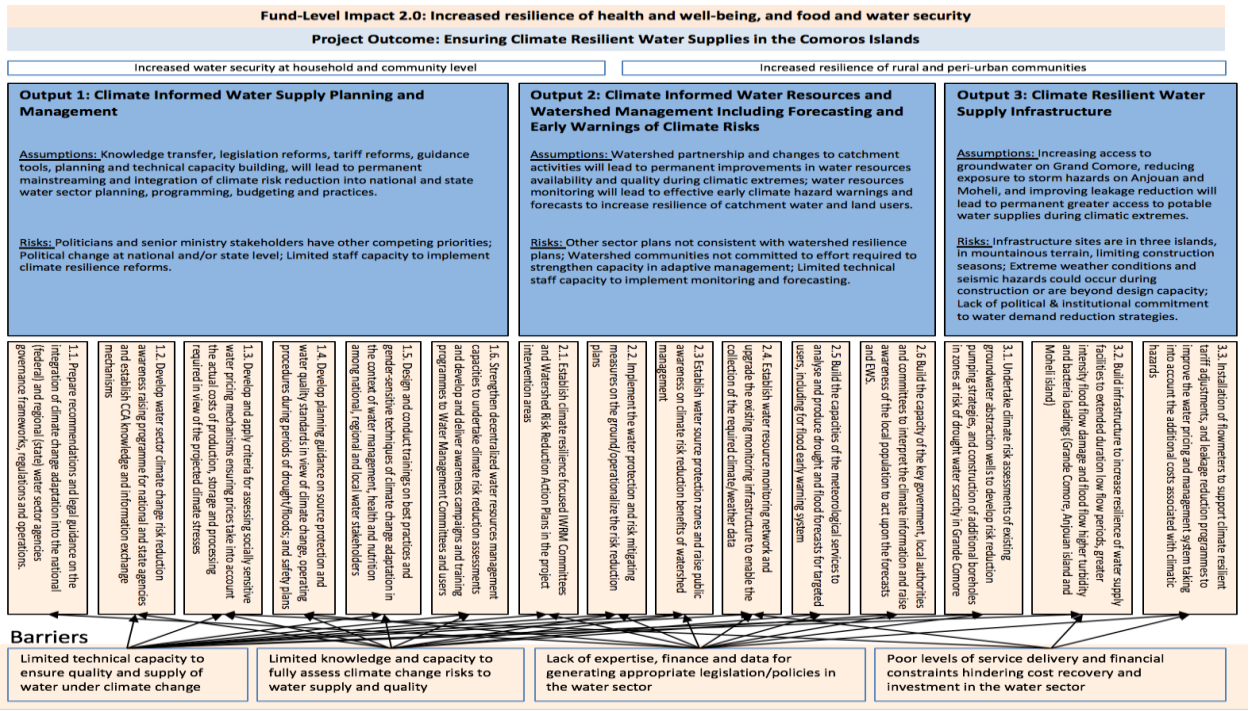

Figure 3: Theory of Change as formulated in the FAA.

Further, we note that the formulation of results statements (project outcome and outputs) is aligned to the way GCF projects were historically formulated, meaning that the ToC does not contain an objective, but rather an "outcome," two intermediate states (which today would be named outcomes), and three outputs. This was done to align with the requirements of the GCF at the time. However, this organization does not lend itself well to explaining to the logic flow of activities, links between the different levels of results and crossovers between activities, outputs and outcomes.

In addition, neither the project outcome nor the three project outputs are formulated as results. Instead, they are generic statements resembling titles, such as "ensuring climate resilient water supplies", "strengthened enabling environment for climate informed water supply planning and management," or "climate resilient water supply infrastructure." Better formulations for output-level results might have included site and beneficiary-specific information, such as "five water-related institutions (e.g., ANACM, SONEDE, etc.) actively practice climate-informed water supply planning and management in the three islands by the end of the project" or "X km of climate resilient water supply infrastructure supply X households with year-round potable water." Formulations for outcome-level results might have been formulated as "450,000 project beneficiaries (M/F) report increased household water security including in dry season."

These shortcomings do not have any major impact on project implementation. However, they do testify to a certain ambiguity in the conception of the project results chain. For instance, in this case, the increased water security is actually the only variable on which the project acts that influences the climate resilience of target populations. The two statements "increased water security" and "increased climate resilience" should either be hierarchically portrayed or merged.

In fact, in the Results Framework, the indicator of increased resilience (GCF Impact A2.) is "number of males and females with year-round access to reliable and safe water supply."

In addition, the formulation of assumptions and risks in the ToC is inadequate. Assumptions should normally be conditions which are not controlled by the project, under which the results can reasonably be expected to manifest. Instead, the assumptions here are directly related to the project's interventions (e.g., project activities will lead to intended results). In addition, the assumptions reflected in the ToC differ from those reflected in the results framework, showing a disconnect between the two representations of project logic. Finally, as far as the graphic depiction of the ToC, there are no illustrated linkages between activities and outputs.

These shortcomings are also reflected in the results framework. In the results framework as contained in the Funding proposal, there is no reference to benchmarks or definition for key terms such as "reliable and safe water," "climate information on water", or "incentivizing climate resilience". These should be defined in the Monitoring and Evaluation plan, but the evaluator was not able to identify them beyond references to UNICEF standards for water quality, or the SONEDE water testing protocols that refer to World Health Organization standards. The vagueness in the formulation of certain project outputs and outcomes also leads to difficulties in defining SMART indicators. In some cases, there are small logic and language slips between the indicator (e.g., "number of male and female farmers receiving advisories for water management"), the baseline (e.g., "no drought of flood risk reduction products exists for the agricultural sector") and the targets (e.g. "1000 farmers receiving advisories for water management").

The targets listed under some outputs in the project's initial results framework are unrelated to the scope of work and activities under that output. For example, Output 1, as formulated in the FAA ,would be measured by an indicator related to the number of people willing to pay for water, and another related to the number of water user management committees set up. The activities that would lead to these results are actually found under Output 2. In Output 2, the targets reflect only some parts of the work and there is no target related to the management of watersheds. Furthermore, the work under Output 2 concerns capacity building of certain government institutions, such as ANACM to *emit* early warnings, yet the targets are related to the *reception* of said warnings. If the warnings are not needed, this target cannot be met.

The evaluation also notes that the baseline assessment for a few targets, such as "the number of households willing to pay for climate resilient services" or "the number of people receiving water management advisories" appear artificially determined. For example, even at the time of project design, a significant number of households were already paying for water through private providers; this was in fact one of the existing coping strategies against climate variability and it is documented in the feasibility study; therefore the baseline figure cannot be zero[7]—this should rather have been included as an assumption, perhaps something to the effect that "communities would continue to be willing to pay, or would be willing to pay more for a government-provided

[7] In fact, some of the baseline statements were revised in the APR. For example, in the 2020 APR, the baseline figure for the indicator A2.3 (Fund-level indicator) was updated to 13,650 people who had access to water.

water service." Similarly, drought warnings had in the past been emitted by ANACM, using regional data. Other examples abound.

Another key point to raise again in the results framework is the inappropriate formulation of assumptions, which are almost entirely formulated based on project interventions or based on conditions that should have been known in advance. For example, "sufficient water can be collected" is an inadequate assumption in the case of a project that seeks to increase the collection of water (and for which a study on the capacity of aquifers was completed). A more correct assumption might have been related to the reliability of climate models for Comoros—however this type of assumption makes the project logic more fragile, as it questions the logic of project interventions. Furthermore, the link between the different levels of indicators for water is not well reflected: at the outcome level the water-related indicators are quantitative (number of people receiving 35 l/p/d), whereas at the output level they are related to the number of households receiving water. In principle, the aggregated output-level indicators should lead to the outcome-level indicators.

Finally, the indicators for Output 2 (climate informed water resources and watershed management) are not entirely reflective of the scope of anticipated results: increasing the number of committees, and within those the number who use climate information, does not on its own lead to climate informed watershed management; it appears a dimension of the project's activities (related to watershed management) is occulted here.

4.1.2 Reconstructed Theory of Change

A reconstructed Theory of change is herewith proposed to assist in tracing impact pathways in the project. This reconstructed ToC will also serve the purpose of refining the project's results framework, in particular targets and indicators for the second part of the project, in support of an improved results tracking system. This reconstructed ToC also replaces the original results statements in an order that is more aligned to the GCF's Integrated Results Management Framework (IRMF).

The project appears to be built on the following ToC statement: Climate change is impacting water supply, which leads to high climate risks and vulnerability among the Comorian population. IF water supply infrastructure is upgraded and under improved management, THEN Comorian populations will be less vulnerable to climate change BECAUSE they will have access to more water of better quality.

From this starting point, the objective of the project can be reformulated as a means of reducing vulnerability and increasing resilience: "to ensure climate-resilient and equitable water security at the household and community level". The three main "outputs" contained in the FAA can be merged into *two* outcomes that lead to this objective:

Outcome 1: Comorian water-related institutions implement improved, equitable, climate-informed water supply planning and management. This outcome reflects the institutional, legal

and organizational changes that are required to achieve and maintain water security in the face of climate change.

Outcome 2: Climate-informed water mobilization and management increases and maintains water supply and quality. This outcome reflects the infrastructural, operational and physical changes that are required to ensure resilient and equitable water supply in Comoros.

Between the outcomes and the project objective, one intermediate state can be formulated that relates to the upscaling of outcomes: the broader adoption of institutional changes and reforms at central and decentralized levels, and the scaling of physical infrastructure and management systems to all areas in the country. A key assumption that may be formulated in this regard is that the Government will continue to invest in the expansion, operations and maintenance of its water systems to ensure universal coverage. The correlated risk may be that insufficient financing is available to ensure this scaling. The project proposes strategies to reduce this risk, including the establishment of tariffs. This formulation also allows for a more focused understanding of the barriers this project is seeking to address and a clearer alignment between outputs and barriers. The formulation of five new outputs aligned to key barriers is proposed, grouping all the existing activities.

- Output 1.1 An updated, climate informed legal framework for water management is in place.
- Output 1.2 A comprehensive, equitable and socially acceptable water financing strategy is adopted.
- Output 1.3 Sound scientific data supports climate informed water management.
- Output 2.1: Integrated Water Resources Management Frameworks are applied at catchment level.
- Output 2.2 Coverage by resilient water infrastructure is increased.

In terms of assumptions at output level, one key assumption should be the continued ability of citizens to pay for water. This is influenced in large part by the economic progress of the targeted communities, but also partly by the nature of the water pricing system and the quality of service. A risk related to this may be that the poorest citizens may not be able to afford water services if the pricing systems in place are not socially equitable. Hence the need for the project to carefully mitigate this risk through its various activities.

Another assumption might be related to the ability of ecosystems to recover and continue to provide water-related ecosystem services. Continued deforestation is fueled in large part by the need for energy and by inadequate land use planning systems. While initiatives are underway to address these challenges, the government of Comoros will need to dedicate attention to the sustainability of watershed use, in the long-term. An associated risk may be that the energy demand will drastically increase over the coming years which if it is not met through sustainable energy supply, could undermine project achievements.

The proposed reconstructed Theory of Change is presented in graphic format in Figure 4. In this depiction the activities are represented with their original numbering, to illustrate the reorganization between outputs and outcomes. Furthermore, an additional activity is proposed under the new Output 1.3 for inclusion in a new results framework.

In order to facilitate the process of Interim Evaluation, the IE report remains organized along the lines of the results framework as it was intended in the Funded Activity Agreement. Should a restructuring occur, as recommended further, the updated ToC and associated results framework may be adopted.

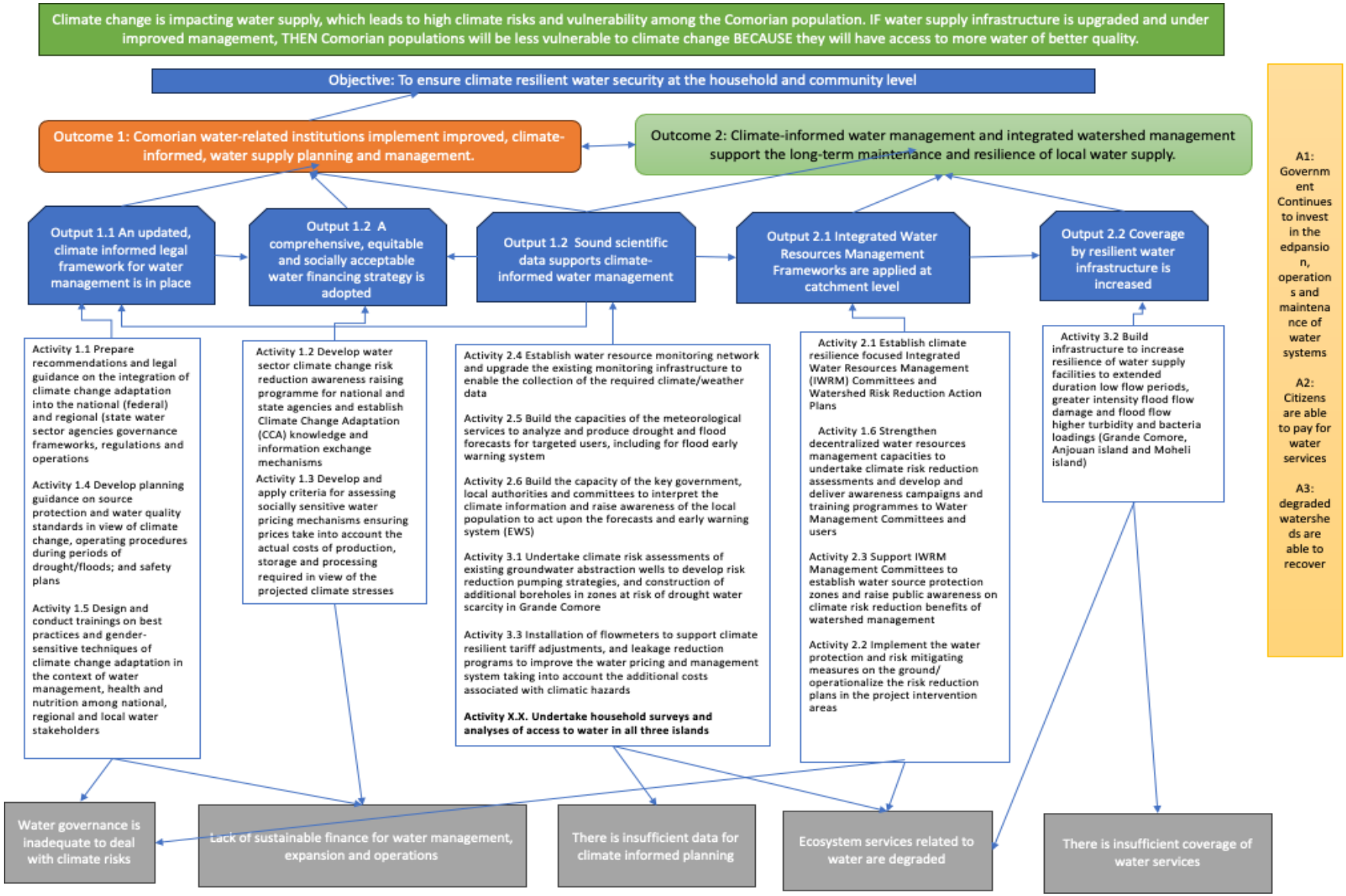

Figure 4: Reconstructed Theory of Change

4.1.3 Gender Integration in Project Design

In terms of gender integration, we note that the results framework includes very few mentions of gender equality in terms of access to water, gender-differentiated targets, women's participation in delivery and management of water and the different aspects of resilience by gender and age. While the Gender Action Plan is very thorough in listing indicators for each activity and sub-activity, none of these are included in the RF, which indicates that it was not considered an integral part of project strategy, results and impact formulation, but rather like an add-on. Other vulnerable groups are also not mentioned in the results framework (elders, children, and persons living with disabilities). Interviews have confirmed that actions designed to integrate women's needs into the project are conducted as "additional" endeavours rather than as part and parcel of any activity's strategy.

The Gender Action Plan is well documented. It highlights the particular role and burden of women and girls in the collection of water, as well as the specific ways in which women are disproportionately affected by lack of water or poor water quality. However, it also carries some shortcomings in terms of monitoring and evaluation. First, although it mentions that "all indicators in the log frame have been gender disaggregated where appropriate," the evaluator could not find significant evidence of this. A list of gender-specific indicators are also proposed. However, these do not appear in the project's overall results framework, and it is uncertain whether and how they are being tracked, as they do not appear in the overall indicator dashboard, but rather as a separate tool.

In addition, the Gender Action Plan and Budget itself carry some shortcomings in terms of target and indicator formulation, which highlights some disconnects in the results logic. For example, a target for activity 1.1—which focuses on preparing recommendations and legal guidance on the integration of climate adaptation in water governance—is formulated as "50% women and youth beneficiaries," while the indicator is formulated as "number of men, women and youth engaged in trainings on best practices for water management." It should be noted that most of the targets are formulated in quantitative terms as "50% women beneficiaries," which is a rudimentary form of gender mainstreaming, that might lead to missed opportunities for deeper gender-related results.

Regarding the allocation of resources of the project to ensure women benefit from project interventions, the gender action plan 'suggests entry points for gender-responsive actions to be taken during project implementation' and details the expenditures of the project to the above-mentioned targets. A total budget of 2,727,931 USD is given in the Gender Action plan for gender integration. In the budget, some activities appear constructed as distinct sub-activities within the overall project plan (e.g. "design of awareness raising webinars with focus on gender").

A gender-sensitive study was slated to take place at mid-term, but for budgetary reasons and due to the absence of a gender specialist for 2 years this study has not yet taken place, and neither

have the household surveys that should have provided granular data on the project's benefits by gender. This means that the project is not able to report on its gender targets or indicators.

4.1.4 Coherence of project design with national priorities

The project as it is formulated is well aligned with the national policy priorities and international commitments made by the Government of Comoros over the years as regards water and climate adaptation. The project contributes to a high priority government of Comoros commitment to provide 100% of its population in potable water by 2030, as stated in the INDC8. The project is also well aligned with Comoros's National Adaptation Plan and NAPA. The project also contributed to achieving the objectives of the National Strategy for Accelerated Growth and Sustainable Development (Stratégie de croissance accélérée et de développement durable [SCA2D])[9] that also included actions to expand access to drinking water and sanitation to the population. Following the expiration of the SCA2D, the National Framework for Sustainable Development is now the Plan Comores Emergent, a plan that drives development priorities until 2030. The evaluation finds that this project is highly coherent with the priorities expressed therein, as water cuts across all of the priorities listed including upgraded infrastructure, improved economic prospects from agriculture, tourism and craft, as well as institutional processes such as decentralization.

This high-level engagement and degree of commitment can also be seen through the Government of Comoros co-financing commitment to the project (USD 16 million) and their continued visible engagement at highest levels (President, Ministerial) in project activities and processes. This high-level of ownership and engagement in the project was also confirmed during the evaluation mission, both by UNDP leadership and by government leadership.

Naturally, the Project contributes to the achievement of the Sustainable Development Goals (SDGs) in Comoros. The project contributes to SDG 13—climate change action, SDG 6—sustainable water management, SDG 14—sustainable land management and SDG 11—making cities more resilient.

The evaluation also finds that the project strategy, as designed and during implementation, has conserved its consistency and coherence with the priorities of the UNDP and evolving UNDAF programming frameworks. Regarding consistency with the GCF priorities, this project predates the adoption of the Integrated Results Management Framework (IRMF. However, the project design remains well aligned with the policies and priorities of the GCF as currently expressed. The project makes a substantial contribution to all four adaptation results areas. Since co-benefits were not explicitly required at the time of project approval, none are identified; however, the project could carry mitigation co-benefits from the improved management of watersheds, as well as social and economic co-benefits in terms of reduced labour for women, improved health, and job creation.

[8] INDC, 2 15

[9] UNION DES COMORES – Stratégie de croissance acceleree et de développement durable (SCA2D), 2 15-2 19

In case alignment with the IRMF is required during restructuring, the project ToC and Results Framework would need to be reformulated so that the results statements are situated at appropriate levels (and reformulated in a SMART manner), highlighting the 4 Adaptation Results Areas, and using supplementary core indicator 2.3 "beneficiaries (m/f) with more climate-resilient water security"[10]. For the time being, however, such a reformulation is deemed not necessary.

4.1.5 Coherence in climate finance delivery with other multilateral entities

This criterion examines the extent to which the GCF financing, and this project in general, is complementary and additional to other ongoing baseline initiatives and how it has, either in its design or in its implementation amplified other investments or de-risked and crowd-in further climate investment.

This project is the first of its scale in Comoros. It comes on the heels of a number of previous and parallel projects and programs implemented by various agencies, including UNDP. In particular, this project incorporates lessons learned from previous projects such as the Adaptation to Climate Change in Agriculture (ACCA) project (GEF-UNDP), the Adaptation to climate change in water (ACCE) project (GEF-UNEP-UNDP), and the Resilience to Climate Change Project through improved watershed management (RGIBV) project (GEF-UNEP). The project also builds on the work done by the Government of Comoros with its development partners in terms of water mobilization and conservation, in particular the EU, African Development Bank, and Agence Française de Développement (AFD) projects that also supported construction of water infrastructure on the three islands over the past decade.

The evaluation finds that in general, the approaches put forward by this project were consistent and coherent with other projects, whether they were financed through bilateral or multilateral channels. It has in some sense amplified other investments, in that it succeeded in finalizing the promulgation of the Water Code, which has been attempted many times over the past decades. We attribute this success to the scale of investment and the visibility of the Green Climate Fund and UNDP's support to the country.

However, it is not possible to say whether the project has facilitated or crowded-in further investment. A key issue remains the institutional, fiduciary, operational and planning capacity of the main national executing partners, which has, in our analysis, prevented larger investments from being mobilized. Efforts undertaken by this project to strengthen the capacity of the DGEF to execute similar projects will likely go some ways in facilitating the development and implementation of future projects.

[10] Green Climate Fund, IRMF https://www.greenclimate.fund/sites/default/files/document/gcf-b29-12.pdf

Summary and Rating

Overall, the relevance, comprehensiveness, and coherence of the project strategy is rated as **Moderately Satisfactory.** The project design carries high levels of relevance to national and international climate priorities, development priorities and the policies of donors. The rationale for the project is sound, and the articulation of the project activities is based on good evidence, lessons learned, and a good understanding of barriers. However, the evaluation finds that the project results framework carries some significant shortcomings that reflect poorly on the Monitoring and Evaluation system, on the ability of the project to monitor and report on its own results, to adaptively identify risks including gender and ESS risks, and to manage changes in project strategy adequately.

4.2. Effectiveness and Efficiency

This section considers the extent to which the project has delivered its intended results at midterm and provide an analysis of factors of success and challenges in terms of effectiveness and efficiency. We first consider the extent to which outputs, targets and deliverables have been met according to plans and discuss any challenges or successes during the first half of project implementation. This will include an assessment of Gender Equity and Social Inclusion achievements and results to date. The IE also provides an analysis of the likelihood of outcomes/objective achievement.

As a cross-cutting issue, the project faced some significant delays and challenges related to the COVID pandemic, constraints in supply chains following the Russia-Ukraine war, and price increases related to the global economic inflation crisis, which could not have been foreseen. These have all had significant impacts on project implementation, namely by:

- Creating a budget shortfall of 10.9 million USD, due to the higher price of materials and goods.
- Creating delays in the acquisition of international goods and services.
- Creating obstacles to local consultations and travel during the sanitary confinement periods.

Other delays and challenges were met due to the lack of national expertise in certain areas, delays in recruitments and tender, and difficulties in delivering the project according to the original National Implementation Modalities due to the low capacity of national Executing Entities. These difficulties, however, might have been anticipated. They are discussed in section 4.3 of this report.

These issues were communicated to UNDP and the GCF through APR and Notes to File. The project steering committee proposed a strategy to address the issue at its last meeting in March 2023, and requested GCF feedback. The GCF requested a proposal for adaptive management, and the AE awaits the results of this interim Evaluation in order to submit a comprehensive plan. The plan, which was developed by the Government of Comoros in collaboration with UNDP, includes: reducing the scope of some infrastructure works, and mobilizing GEF-LDCF funds, ADB or Chinese Development Funds through a new project (10 million USD). A complementary strategy is proposed in this report to address these challenges, subject to approval by the Project

Steering Committee and validation by the GCF. **This includes a restructuring of the project including an alignment towards more realistically calculated targets.** Other elements of this plan are suggested in this report.

Finally, as a cross-cutting issue, the IE finds that the monitoring and evaluation system has not, to date, allowed for the tracking and identification of project targets and benefits. This is attributed to various factors. First, the targets in the FAA logframe are expressed, in many cases, as a factor of the percentage of beneficiaries - baselines are zero (e.g. “no agencies” or “no beneficiaries”). Very few of the indicators in that logframe are gender-disaggregated. A more thorough baseline study was not, to our knowledge, conducted at inception to provide a more qualitative. This means that the baseline levels of certain indicators, which were rudimentary in some cases, were maintained. This might have led to a misalignment of targets. For example, the indicator for activity 3.3 is “Number of Households in Anjouan and Moheli receiving drinking water throughout storm events (disaggregated for female headed households). The final target is “20,000 total households (of which 10,200 are female headed households) with access to water during storm events”. With current knowledge, the project does not document how it has measured that 0 households have access to water during storms; furthermore, it is uncertain whether the number of female headed households (which appears to be calculated against the national average of 40%), is exactly so *in the project sites*. A logframe-based baseline report would have provided nuance and granularity to the Monitoring and Evaluation system.

Second, the project has not conducted any household surveys yet, which means that there is no comprehensive tracking of all benefits-related indicators and markers. It is our understanding that such studies, although referred to throughout the project results framework, were not included in the project budget. Third, while the project has a dashboard for monitoring indicators, it contains some shortcomings: results are not disaggregated, there are no indications of methodologies and measurement methods, and most results are tracked numerically without quality indications. The dashboard and other elements of the M&E system also carry forward the weaknesses of the results framework.

Output Achievement

This section considers the rate and quality of output achievement at mid-term. Note that in the absence of a household survey, which was to serve as a key component to the monitoring and evaluation system, the quantitative analysis must be taken with caution. To calculate rate of achievement, we have considered the technical rate of completion of activities and sub-activities, using information provided by the project team and activity reports. Where possible, as in the case of physical works, field visits, consultations with beneficiaries, and interviews were used as a secondary source of data to triangulate findings. The rate of completion is therefore an estimate of the extent to which activities have been completed to the desired level (against original workplans) and in the desired quality (against intended scope of work and result).

Output 1—Climate Informed Water Supply Planning and Management

According to documentary evidence (APR, studies, reports) and site visits, and as confirmed through interviews, activities under Output 1 are progressing according to plan. The project completed the finalization of the Law bearing the Code of Water (Law no. 20-036/AU) which was ratified by Parliament on 28th of December 2020, and promulgated by presidential decree on January 30th, 2021. The text of the Law includes Climate change and Gender considerations. An additional 2 (out of 27 planned) regulation texts have been elaborated and are slated for promulgation during 2024. A national campaign to publicize the new water code law was carried out in Ngazidja, Anjouan and Mohéli with active participation of all stakeholders in the water sector, in particular communities, local leaders, mayors and village chiefs, and women's associations. The project is currently working on the development of tools for water planning, budgeting and operation, including water tariffication options. A report analyzing global best practice in water safety and security planning was produced and a national water safety and security plan was drawn up and validated by all stakeholders in 2022. These represent significant achievements in the context of Comoros, given that these issues had been on standby for many years prior to the commencement of the project.

More work is needed to publicize the contents of the Water Code and its supporting regulations when they are in force, as these contain significant changes to the collection, distribution, use, cost, operation and management of water everywhere. It has appeared from site visits and discussions with some stakeholders that the dispositions of the Code are still not well known, and that there is some resistance to the system of water governance in certain parts of the country among the general population and island governments alike. However, a technical committee has been set up to review all the application texts and validate them technically and work is in progress to publicize and raise awareness. The project is currently working to strengthen decentralized water resources management capacities, through trainings and technical assistance.

In addition, the interim evaluation finds that the capacities of one key actor of the new water governance system, the SONEDE, remain quite weak and will need significant assistance in the second part of the project to enable it to deliver its functions (new functions established per the new law) after project execution ends. This will require additional training and recruitment of qualified technical staff to operate, manage, repair and monitor all water infrastructure. While the project can and will provide assistance during the second half, it is likely that more technical assistance support will be needed after the project ends. Furthermore, the water Code has introduced additional layers of complexity in the already complex water governance system of the country. Institutions such as the UCEA and UCEM, which had been in existence for many decades on Anjouan and Mohéli, have been disbanded, leading to the loss of institutional memory and some residual resentment at island level.

The mandates of the DGEF and DGEME as regards to the planning and management of water in general are not entirely clear in terms of the overall water governance system. For example, while this project is executed through the DGEF due to its climate change orientation, the construction and management of water infrastructure would also legitimately fall under the aegis of DGEME.

It is, in fact, difficult to determine what is "climate change" and what is not, in the context of water in Comoros. This could lead to conflicts related to decision-making and financial attribution for instance, and there already appears to be some internal conflict regarding responsibilities and resources between the two entities within the project itself, as noted during discussions and interviews during the mission. Finding ways to promote cooperation and joint delivery of work would be an important avenue for the second half of the project.

In terms of expenditures, the project has spent 54% of the Output 1 budget, or USD 1.8 million, as of September 3, 2023. The technical rate of achievement is calculated against mid-term targets by comparing the level of execution of activities and sub-activities with the intended deliverables at mid-stage. As currently formulated, Output 1 is 72% achieved, at mid-term. Progress against log-frame targets is indicated in the table below:

Table 2: Progress against output 1 targets

Indicators	Expected Midterm target	Rate of achievement	Degree of achievement
# of primary and secondary water-related legislations and regulations mainstreaming climate risks/adaptation	Integration of climate resilient Drinking Water Security and Safety Planning into the draft revised Water Code	100%	The Water Code has been finalized and approved by Government. Regulatory texts for its application are being finalized and will be approved in 2024. Trainings on DWSSP and the Water Code have been deployed, and awareness raising is underway. A national online water platform is operational. The organizations and institutions involved in the new water governance system as set out by the Water Code require strengthening.
# of Water service providers using Drinking Water Safety and Security Planning	6 target zone Water service providers using Water Security Plans including climate extremes (drought & flood)	60%	Committees have been created and DWSSP trainings were initiated. Since the activities that would lead to this indicator occurred under output 2, please refer to Output 2 discussion.
% of Water Management Committees with women leading discussions on the integration of climate-informed	40%	90%	This indicator is unclear and difficult to ascertain. It is not clear whether the target refers to the number of committees in which women are leading discussions, or the number of committees (in which there are women) that are leading discussions. There is no data to support the measurement of this indicator. However,

practices into water management			since all water management committees are created alongside each infrastructure, and since women represent at least 40% of beneficiaries, the mid-term target can be said to be nearly met. Since the activities that would lead to this indicator occurred under output 2, please refer to Output 2 discussion.
# households contributing financially to the cost of climate resilient water services	0	N-A%	A target of zero at mid-term indicates this activity was not intended to yield results before the end of the project. It is therefore not evaluated for rate of achievement. Since the activities that would lead to this indicator occurred under output 2, please refer to Output 2 discussion.

When considering the rate of achievement, one must also consider the appropriateness of the above-listed indicators. As noted earlier in the analysis of the theory of change, and the Monitoring and Evaluation system, the results framework carries some weaknesses. First, the activities leading to the second and third indicators are all located under outcome 2, which interferes with the mapping of results. Second, some of the indicators and targets are unclear and not aligned to the output statement.

Regarding the assumptions governing each indicator, as indicated in the Results Framework included in the Funded Activity Agreement, they are all dependent on the delivery of activities and therefore cannot be considered legitimate. The assumptions refer to the adoption of new management systems by water utilities, the presence of women in committees and their willingness to take on leadership roles, and the availability of other outputs (advisory information and benefits of water).

Output 2—Climate Informed Water Resources and Watershed Management including forecasting and early warnings of climate risks.

Output 2 was intended to be delivered through 6 activities. An analysis of the documentation available, interviews and site visits show the following activities were delivered.

- Under activity 2.1, a preliminary study determining the operational modalities of the Integrated Water Management Committees (Comités GIRE) was developed, and subsequently, operations manuals and decrees for operationalization were established. Training of IWM committee members is underway. A mapping of vulnerability in each of the 15 project areas was developed. The report provides detailed technical analysis of the drivers of vulnerability related to water in each site and sub-site. An action plan (2023-2027) to reduce climate risks in the watersheds, was also developed and validated by stakeholders.

- Under Activity 2.2, the project initiated soil conservation measures by engaging the CRDEs in the production and planting of seedlings to conduct reforestation in targeted areas. Work is underway to develop further soil conservation techniques through a consultancy.
- Under Activity 2,3, the project developed and implemented a training plan for IWM committee members. This also included zoning maps and training of trainers, as well as the documentation of best practices in terms of integrated water management and the development of an action plan on managing climate risks.
- Under Activity 2.4 the project assisted ANACM and other partners in redesigning the hydro-climate monitoring network and developed and delivered training for installation and maintenance of equipment. The project acquired and installed six (6), 20 climatological stations on the 3 islands 30 piezometric stations (Installation in progress).
- Under Activity 2.5, training on the development of standard operating procedures (SOPs) was carried out.
- Under Activity 2.6, the project launched the construction of the water analysis laboratory at the University of the Comoros (UDC).

With regards to these activities, the evaluation notes that while the work is progressing according to plan, there remain some concerns related to the quality of outputs. For example, the Action Plan to Manage Climate Risks was finalized in June 2022. Our survey of this document indicates that it mostly repeats the recommendations that were already adopted in the project proposal and feasibility study. It is not site specific, nor does it provide a deeper assessment or recommendations of technical feasible options in each site. Actions remain broad, such as "Develop economically acceptable alternatives to the use of drinking water the use of drinking water in times of shortage". While from a general perspective, these reports and documents make a good contribution to the growing body of evidence for managing climate risks in the water sector in Comoros, their actual implementation is not guaranteed.

Furthermore, as noted in the project document and FAA, the initial focus of the project was to establish a IWM committee "in each watershed". This implied a certain degree of decentralization and a fragmentation of geographical units that went beyond the island. However, the government, in articles 26 and 26 of the Water Code, has opted to consider each island in its entirety as a watershed and the ensemble as a hydrographic basin: "each of the three islands making up the territory of the Union of the Comoros (Grande Comore, Anjouan and Mohéli) as a watershed, together with the groups of basins and aquifers groups of basins and aquifers within them, thus avoiding a laborious delimitation procedure basin by basin"[11].

This, in the view of the evaluation team is not an accurate representation of the local reality, especially since other projects had already undertaken said basin-by-basin mapping[12]. In the view of the evaluator, this "découpage" does not allow for the granular management of water and land use planning that would be required in the case of Comoros. In order to comply with the government selected approach, but to also adhere to the initial project intention, the project has

[11] Rapport d'établissement des comités de bassin.
[12] RGIBV – UNEP/GEF project

then divided the territory of each island into “zones” which are more aligned to basins and that regroup all the project sites (6 basins in Grande Comore, 7 In Anjouan and 2 in Mohéli). These are then grouped into a maximum of basins per island to meet the requirement of one committee per island. This grouping has an immediate impact on the ability of the project to meet its target of “32 catchment-specific committees”. This target therefore needs to be revisited in light of the currently agreed territorial groupings, making sure that this method of functioning is agreed by the Project Steering Committee. A more adequate formulation would be "15 integrated water management committees representing 15 sub-watersheds”.

Furthermore, terms such as integrated water resources management (IWRM) and integrated watershed management (IWM) cannot be used interchangeably, even if the main motivation for IWM is to ensure water supply. There is therefore some confusion in the project targets: whereas one target refers to Water User Associations and Water Management Committees, another refers to IWRM management committees, without distinctions on scale and level of responsibility.

Finally, while the evaluation has obtained copies of the studies and procedure manuals that support the operationalization of the committees, we have not been able to ascertain the extent to which these committees are operational and whether they are delivering on their mandates. In June 2023, the project completed a 2-day training of trainers for national stakeholders who would be called upon to support the training of Committee members. Our conclusion is that the work of the committees is still too nascent, and that training of the members is still underway, as noted in the latest annual performance report (APR).

The confusion in terminology and, in effect, among the project team, between water resources management and watershed management also explains why there appears to be a disconnect between the work related to water mobilization, and the work that seeks to “Implement the water protection and risk mitigating measures on the ground/operationalize the risk reduction plans” (activity 2.2). The approach taken in this project, as reflected in training manuals and operating manuals, is one in which Integrated Water Resources management (what is being promoted by the project) is a part of Integrated Watershed Management. This is referenced as “integrated water resources management by watershed”. However, the inclusion of measures to manage watersheds, replenish aquifers and fight erosion should have led the project to take an integrated watershed approach for water, rather than the opposite. This has implications for future projects, because this nationally-selected approach cannot now be undone. This undermines future prospects for watershed-based decentralized integrated approaches that address water, agriculture, urbanization and other concerns.

Furthermore, the activity contains two sub-activities, one that foresees “soil conservation measures at community level in watersheds of 15 target areas to reduce increase rainfall intensity erosion” and another to “Upgrade community-based recharge areas in 11 watersheds to protect drought flows through reforestation and to other appropriate techniques”.

Although this element of the project is a key part of resilience building, and indeed one that should be concurrent with other infrastructure-based activities, only 190,000 USD are planned for it, of which the project has disbursed only 33% to produce plants in nurseries that were planted in 4 watersheds. Data shows that during the 2021-2022 reforestation campaign, the project supported the production and planting of 77,277 forest seedlings in 5 targeted areas (zone 2, zone 4, zone 6 and zone 14) for a coverage of 193ha in "sensitive catchment areas". There is no data on plant survival rates or types of sites reforested (source heads, riverbanks, aquifer recharge), or on the management of reforested sites. This prevents the project from understanding if any of these works will lead to the anticipated effects (reduction in erosion rates, or aquifer recharge, etc).

It is understood that the production of plants takes time; however, the evaluation notes that community-run commercial nurseries were established since 2019-2020 by the UNEP-GEF RGIBV project, along with watershed rehabilitation plans and strategies that could have been used and leveraged by this project, and should be mobilized during its second half. A study on best practices for reforestation (including fire prevention) and resilient tree species were also developed by previous projects, though there is no evidence these were used in this intervention. Furthermore, the Mid Term evaluation of the RGIBV project noted that reforestation, while valuable, takes it real value relating to climate adaptation and watershed management when it is directed in the right types of sites – in conjunction with other measures. Disaggregation of reforestation targets, in that project's case, was recommended to measure the true ecological impact of reforestation beyond counting the number of plants. A similar proposal is reiterated here, in the context of an improved Monitoring and Evaluation system, to ensure that activities converge and synergize for maximal adaptation benefit.

Among other achievements under Output 2, the project has revisited and upgraded the hydro-climate monitoring network and installed additional stations: six (6) agrometeorological stations, including 3 in Ngazidja (Doiboini, Chezani and Dimadjou), 2 in Anjouan (Bambao-Mtsanga and Sima) and 1 in Mohéli (Takoudja); 20 climatological stations on the 3 islands, including 8 on Ngazidja, 8 on Anjouan and 4 on Mohéli; 22 piezometric stations). Standard Operating Procedures and trainings were delivered focusing on early warning thresholds for droughts and floods. Finally, the project is also supporting the creation and construction of a water analysis laboratory, in a partnership with the Comoros University.

There remains, however, some confusion on who should be responsible for data collection, conservation and the operation and maintenance of this network among the SONEDE, DGEME and ANACM. A letter of agreement between the project, DGEF and the ANACM regarding administration and implementation of these upgrades does not mention SONEDE or DGEME. The letter indicates that data should be transmitted to DGEF (article 5, para 7) to support water tariffication; however, the responsibility for future tariffication would normally rest within DGEME. Regardless of the entity, a permanent institutionalize system for data sharing should be in place by the time the project ends. The evaluation notes that the country currently lacks the capacity for proper data stewardship: during the evaluation, some stations were not transmitting

data due to faulty SIM cards and lack of phone credits; some stations that were installed by previous projects are not operational for lack of a qualified electricians or mechanics. This issue was raised at installation time by the service provider but had not yet been resolved at the time of evaluation. While the project commissioned a study and action plan on the economic model of ANACM, its implementation is not advanced[13]. This compromises the effectiveness of the project, let alone its sustainability and upscaling. It is not a new problem in Comoros, and one should note that previous projects had already attempted to strengthen ANACM (including UNDP projects). It is one that needs to be addressed urgently to provide enabling capacity for the country to advance in its development priorities.

The state of advancement towards Output 2 targets as indicated in Schedule 8 of the FAA is as shown in Table 4. To date, the project has spent 56% of its intended Output budget (3.178.930 USD out of 5,662,532). As mentioned earlier (section 4.1), in our assessment, the targets are not well aligned to the intent and scope of work. With this in mind, the rate of achievement for output 2 at mid-term is 41%.

Table 3: Level of performance against Output 2 targets

Indicators	Expected Midterm target	Rate of achievement	Degree of achievement
# of IWRM Management Committees established with a climate resilience mandate in each target watershed	15 catchment specific committees established prioritizing water sector climate resilience.	100%	15 catchment- specific committees were established. There is no evidence to support their operationalization currently. Preliminary work has been completed in terms of decrees, studies, operational procedures and internal rules of functioning of the committees. A climate risk management plan was also developed. Training of potential members is underway.
Level of integration of climate information products and services (CIPS) for EWS in watershed management by IRWM management committees	Level 2: low integration: able to identify the types and locations of climate hazard risks within the catchments	15%	Work is underway to strengthen the capacity of ANACM to develop and deliver new Climate information products and services, including early warnings. A single climate risk management plan is developed. Since the committees are not yet operational, the level of integration is only theoretical.

[13] The strategic vision recommends an important suite of measures and institutional reforms over 4 years, the total cost of which would be over 6 million Euro. There is no evidence that the ANACM has been able to mobilize any of the required resources to date.

Number of meteorological workers with the capacity to analyze climate information and model flood forecasts	20 workers with relevant capacities	50%	Training has been delivered to ANACM staff on the operation and management of hydro-climate monitoring equipment.
Proportion of female and male farmers acting upon advisories for water management out of total number receiving such advisories	30% target female and male farmers acting upon advisories for water management	0	The project has focused on the upgrading and rehabilitation of the observation network. There is no evidence that would support an assessment of this target. The project's M&E Dashboard indicates that 49.8% (of what, the figure is not provided) have received water advisories, although there is no way of verifying this information. According to available information, the ANACM has not yet emitted any drought or flood early warning arising from new data, or any water management advisories. Our information shows that data collection from new stations was interrupted after one year due to lack of transmission capacity. The ANACM has not provided a measurement of how many beneficiaries are reached, or an indication of how this might be measured.

Regarding the assumptions indicated in the results framework for output 2, the interim evaluation notes that many of these are a direct result of the project's implementation. The community participation and understanding of IWRM is built by the project, as is the awareness of the benefits of using climate information for water management. The presence of "enough workers in the ANACM to take part in the trainings" is indeed out of the project's area of influence but appears to have materialized. The last assumption is related to the consistency of agricultural policies and incentives with the watershed action plans. This assumption cannot be said to have materialized as desired, as the watershed approach is not fully mainstreamed in Comoros, and many local communities still use unsustainable agricultural practices that may impact watershed and water management. This is indeed a risk to the project's durability that should be mitigated by the Government of Comoros in due time.

Output 3—Climate Resilient Water Supply Infrastructure

Output 3 is by far the largest in terms of budget, and clearly one that has mobilised the most significant human resources, community involvement, and high-level political engagement, in the project thus far. The total intended budget of USD 50 million is 59% expended (68% of the GCF grant for that output is also disbursed). According to the "state of expenditures and activity delivery report on September 30, 2023", provided by the project team, the rate of technical achievement is 55%, despite considerable delays imposed by the COVID pandemic and the ensuing supply chains perturbations.

As witnessed by the evaluation team both through documentation and field visits, the project is advancing well in the delivery of the various physical infrastructures. The project identified 15 new groundwater sources in the Grande Comores region, 9 of which are currently being drilled (6 exploitation boreholes and 3 piezometric boreholes) for testing purposes. The project completed the detailed technical studies, terms of reference and calls for tender for the design and or water supply systems for domestic and agricultural use in the project intervention zones. Some water supply systems are built, including 16 storage units, 12 treatment systems, 19 new protected water points, along with rainwater harvesting micro-basins (217). During the evaluation, the evaluator noted that the mechanisms put in place for monitoring and control of physical works[14] were not entirely sufficient, as evidenced by the realization, during the Interim evaluation, of technical faults in the design and installation of certain works. Our hypothesis was that the timing of supervision was often subsequent to delivery, rather than regular throughout. However, there is documented evidence that the project team conducted regular supervision and monitoring of works in progress both from a technical and an ESS and GESI perspective. The evidence shows that a significant number of faults were detected early enough to warrant redress. We have, however, not been able to ascertain whether there was follow-up with suppliers once a corrective action was named, or if there were consequences or penalties for works delivered that were not aligned with the initial terms. Constant supervision, however, is unfeasible, and a certain degree of margin of error should be tolerated (as part of a contingency plan). However, the accumulation of small errors could lead to a degradation in quality of output. Staff, procedures, technical and social norms and standards should be clear and strengthened, ensuring the project has ongoing real time capacity to *prevent* technical shortcomings from suppliers and construction workers, and that corrective action is duly undertaken by suppliers.

Management structures and committees are also established as the infrastructures become operational. All evidence points to the willing participation of men and women in such committees, and the due conduct of work with distribution, operation and maintenance work adequately shared among users. Some instances of conflict have been reported, where some project beneficiaries have restricted or turned-off access to water of other beneficiaries, arising from inter-village conflict or land use conflicts. In one instance, a field owner who had gifted a portion of their land to the project for the installation of a community water reservoir, closed off access to it after users trampled his farm. In another instance, residents of an upstream village turned off piped water to a downstream village. These instances where the object of formal and

[14] including an International UNV hydraulics engineer responsible for infrastructure, island regional technical advisors (engineers), and national UNV civil and hydraulics engineers.

informal complaints that were transmitted to the project team through the grievance and redress process and were successfully resolved.

A key issue that has arisen for Output 3 is the way in which supply chain constraints and inflation have affected the cost of intended works. These are documented in a Note to File which noted that the approved budget for water supply infrastructure was originally USD 29,589 million, whereas the cost (as actualized in 2023) for the same works[15] would be upwards of 40 million, creating a budget shortfall of 10.9 million USD. The Note to file goes on to note that "More specifically, the projected budget shortfall will result in an estimated reduction of the project benefits, including the number of target beneficiaries, to reach only 328,500 direct beneficiaries". Such a departure from original plans would warrant a revision of targets, the mobilization of additional resources, and/or a restructuring. This is discussed further in section 5.3.

The project Monitoring and Evaluation Dashboard indicates that 9,265 beneficiaries have been reached and are now receiving water throughout the dry season, and that 14,770 beneficiaries are receiving water during storms. This data is extrapolated based on population figures in the areas where the infrastructures are located, and on the technical studies that are made prior to construction. It is impossible for the evaluation to verify this data, and if accessibility is in effect improved, in the absence of a household survey. At the time of the evaluation, the data in the Dashboard was not disaggregated by gender, by type of infrastructure, by time, weather event, or by site. Furthermore, during the evaluation, the evaluators observed that the residents of Moroni were not receiving water through the existing systems due to a failure in securing adequate energy supply for the pumping system. It was noted that the SONEDE and the SONELEC did not have an agreement on the supply of energy to water infrastructure, and that SONEDE's own available backup generators (petrol fueled) did not have sufficient supply to ensure operation of all equipment. In interviews, options for adding solar energy to the water network were evoked, to prevent such occurrences. Although Moroni is not part of the project, the SONEDE is a key partner, and such an incident jeopardizes the reliability of the improved network in the absence of a permanent agreement that applies to the entire network, or of alternate energy sources.

The level of target achievement for output 3 is summarized in Table 5 below. The Output 3 is 87% achieved at mid-term based on currently available data.

Table 4: Target Achievement for Output 3

Indicators	Expected Midterm target	Rate of achievement	Degree of achievement
3.1 Number and value of physical assets made more resilient to climate variability and change, considering	10 covered storage units, 5 treatment systems, 8 new and protected waters sources for a value of US$ 3,911,551.57	100%	According to the documentary evidence and field visits, the target is met. Work is in progress towards the finalization of the infrastructure. The management structures of the installed systems are operational. The technical quality of the

[15] These actualized costs include the costs of the work completed and underway and the cost of the works as planned as per the feasibility studies completed in 2022.

human benefits, reported and where applicable			works is generally sound, and any errors made by the suppliers have been brought to the attention of the project team for resolution and correction.
# of Households in Grand Comore receiving water throughout in dry season.	15,000 total households (of which 7,650 are female headed households) with access to water in dry season	61%	According to the project dashboard, 9,265 households now have such access. In the absence of a household survey, and of data related to seasonal fluctuations and variability, it is impossible to independently verify this data. However, during the project field visit, an interruption in energy supply limited the access to water for Moroni residents, highlighting a possible technical limitation to water supply and management by SONEDE, as it was due to the lack of an agreement between SONEDE and SONELEC on energy supply to certain sites.
# of Households in Anjouan and Mohéli receiving drinking water throughout storm events.	5,000 total households (of which 2,550 are female headed households) with access to water during storm events	100%	According to the project dashboard, this target was met and exceeded in Mohéli and Anjouan. However, it is impossible to independently verify or to qualify this figure. The IE team do not have any knowledge of storm events that might have tested the water supply during the first 4 years of implementation.

The assumption governing the achievement of results under Output 3 is the sufficiency of water supply. Given that this project is intended to meet a shortage in water, the assumption is a circular reference to the project problem. According to climate models and groundwater analyses presented at feasibility study, rainfall and groundwater were said to be sufficient for additional mobilization. Furthermore, in the absence of data relating water extraction to climate, this cannot be verified.

Summary and rating of output achievement

In summary, the evaluation finds that the technical rate of output achievement is aligned with expectations, even after the project experienced delays due to COVID, tendering processes, recruitment processes and the like. The infrastructure construction, improvements on hydro-climate monitoring, the progress on institutional reforms at national and decentralized levels, are significant and important achievements for this project and for the country of Comoros as a whole. The overall rate of achievement (compared to mid-term targets as indicated in the FAA)

is 67%. This rate of achievement should be considered with the important caveat that many of the targets were misaligned to the intended result and that some of the work conducted by the project was not captured in the results framework.

One key issue is that the project's monitoring and evaluation system does not allow for the thorough and objective monitoring and assessment of project deliverables, activities, outputs and outcomes. The over-reliance on numerical targets in the results framework further compounds this difficulty since it provides no qualitative assessment of the depth and breadth of benefits. Data provided in the project indicator dashboard is unsubstantiated and unverifiable, and methodologies for calculating various deliverables and outputs are not clear. For example, some data on beneficiaries of water is extrapolated on the basis of total population potentially served by a given infrastructure. It is not yet measured as such.

Lack of household surveys has been attributed to the lack of a budget, and it seems that the project team does not have the means to adequately monitor rates of participation, gender integration and social inclusion, particularly in terms of disaggregation of targets. A fuller discussion of the M&E system will follow, as well as discussion of Gender Equity and Social inclusion targets.

The project is facing a critical juncture due to the budget shortfall that has arisen following COVID and the resulting inflationary pressures. Other issues arose during implementation related to the capacity of executing entities that created further delays. (These are discussed below under Efficiency).

For these reasons and based on available evidence, the evaluation rates that the achievement of outputs as **Moderately Satisfactory**.

Progress towards outcomes

The IE sought to determine the likelihood of the project achieving its intended outcomes, and in particular the GCF fund-level outcomes as listed in the funding proposal and project document. As noted in Section 4.1, the formulation of the results chain in the project's theory of change and results framework leaves the reader with some ambiguity regarding the scope of anticipated change at outcome level. As a reminder, the intended project outcome is "increased resilience of water supplies to climate risks in Comoros". The project results framework offers no indicator for this outcome. This makes the outcome statement very vague and difficult to measure. We can only affirm, in general, that the project is making a contribution to this outcome, by virtue of its design.

To drill down further, we have sought to determine whether the project is likely to lead to "increased climate resilient water security at household and community level" *as a way of achieving* "increased resilience of rural and peri-urban communities"— although these are not presented as outcomes in the project design, but rather as intermediate states. Our proposed reconstructed theory of change uses this statement as the overall project objective, and also proposes two new outcomes, against which progress is assessed here.

From available evidence, the interim evaluation concludes that the project will, under certain conditions, likely lead to the achievement of *increased climate resilient water security at household and community level* in the project sites. The conditions under which this result will be achieved include the following:

- Works are completed and up to technical standards for the mobilization, adduction, conservation and management of water.
- Management structures can operate independently after the project is completed. This includes resource allocation to the operation of committees at all levels from water fees and dues collected.
- An open, transparent, and efficient mode of payment for water services is established, which allows for continuous reinvestment into the operations, maintenance, upgrade, monitoring and expansion of the network.
- A stable supply of energy is provided to support the operation of the water network on all three islands and at national levels.

From our analysis, the importance of activities under Output 1 and Output 2 come to light particularly in the context of an upscaling strategy. As a standalone, Output 3 activities are sufficient to ensure the achievement of the outcome for project beneficiaries; they are not sufficient for national level upscaling. In particular, the activities designed to improve watershed management, aquifer recharge and the ecosystem services related to water, take on crucial importance in the long-term, as infrastructure alone will not be sufficient to ensure water security in the face of incoming climate change.

When it comes to the extent to which project beneficiaries are more climate resilient, however, the Interim Evaluation does not have sufficient evidence to support this assessment. This is because the definition of resilience, as contained in the project document, is insufficient, and is not backed by any concrete adaptation or resilience metric in the results framework. Other than increasing water availability and quality, the resilience of communities is not measured in the project results framework, nor is it measured in the Project Dashboard. There is no counter-factual scenario to which to compare the project (even though it was intended). This is not a shortcoming of the project itself or of its activities, but of the original design and formulation of results. If the resilience of communities is not considered as independent from water security, then this intermediary result might best be removed from the project or bumped to another level.

Regarding the likelihood of achievement of the new proposed Outcome 1 (Comorian water-related institutions implement improved, climate-informed, water supply planning and management), the interim evaluation finds that the project is in good position to achieve this outcome fully by the end of the project. Work that contributes to this outcome includes the development and operationalization of the new legal and regulatory framework for water management and water governance, the development of water pricing systems and cost recovery options, and the development of a sound data basis for decision-making.

Achieving the second proposed new outcome (Outcome 2: Climate-informed water management and integrated watershed management support the long-term maintenance and resilience of

local water supply) will depend on the work related to infrastructure construction, but also on the application of integrated water resources management frameworks at catchment level. This second part appears the most challenging for the time being, as it represents a significant shift from ongoing practice to date. Nevertheless, the IE finds that the outcome is achievable under the conditions listed above. The scope of achievement (for example hectares covered and area of land under coverage by resilient infrastructure) is less clear and depends on the way in which the funding shortfall is addressed in the longer term.

The issue of the number of project beneficiaries is a problematic one from the standpoint of monitoring and evaluation. The proposed number of direct beneficiaries in the project proposal is 450,000 people taken as the entire population of the targeted villages at the year 2042 (time when the government co-financing ends). Yet the provenance of this figure of 450,000 beneficiaries is unclear. The Economic Analysis presented in Annex XIIa of the funding proposal provides 2018 population figures of 350,667 people. The number of beneficiaries is calculated based on population growth trends up to 2042 (542,881 people). It was further noted that the economic analysis was developed on the basis of 138 villages as originally designed, rather than 103 as approved. This is an error in the economic analysis that predates the approval of the project.

However, the study further indicates that "it would be inadequate to equate the number of beneficiaries to the population projections presented above. Instead, it is assumed that the number of beneficiaries in Year 1 to 8 is proportional to the projected disbursement of capital of Output 3". Based on this last assumption, assuming that by end of project, 100% of output 3 would have been disbursed, the project would reach 404, 823 people (assuming population growth trends continue during project period). This is particularly relevant because project design documents mention needing to remove population growth from the equation when calculating water demand on aquifers and water bodies (to focus on response to climate rather than increasing demand).

Both methods of calculating beneficiaries are somewhat debatable, unusual and in our view, unnecessarily complicated—at the end of project execution, the number of people directly reached should be equal to those directly served by the infrastructures and systems delivered by the project. This should be very simply demonstrated by surveys of project beneficiaries and non-beneficiaries. In our opinion, any beneficiaries reached after the execution of the project should have been added to the number of indirect beneficiaries.

This debate is not without consequence since the project is at risk of not meeting the final beneficiaries target because of an unpredictable budget shortfall. If the target was revised to omit the post-project beneficiaries as direct beneficiaries, this new number of beneficiaries may well be reached within the scope of available budget.

Regardless of this modification, however, unfortunately, the monitoring and evaluation system does not provide sufficient evidence and granularity to support an independent assessment of whether the project is on track to reach its intended beneficiaries. There is no secondary source of data available, and the data that is available is listed without source, and without

disaggregation or qualification, on the basis of population estimates. In the absence of household surveys, systematic questionnaires, databases of beneficiaries or other raw data sources, results are impossible to verify. It is also impossible to tell if there is any double counting among the various activities and sub-activities, for example, if the same beneficiaries are targeted by different activities. Overall, the rating for progress against outcome achievement is **Moderately Satisfactory**.

Progress against the Fund-level impacts and outcomes is assessed in the table below. The rate of achievement is calculated by comparing targets at mid-term (as indicated in the FAA) to the actual achievements of the project, as reported. Wherever possible, secondary evidence was sought to triangulate and independently assess the targets at mid-term. In some cases, no data was available, so the information is reported as received.

Table 5:Summary Assessment of progress against GCF results

Expected Result	Indicator	Means of Verification (MoV)	Baseline	Target		Assumptions	Progress towards achievement			Comment
				Midterm (if applicable)	Final		Rate of achievement against Mid-term target	Rate of achievement against final target	HS-HU	
Fund-Level impact 2.0 Increased Resilience of health and well-being and food and water security	2.3. Number of males and females with year-round access to reliable, and safe water supply despite climate shocks and stresses.	Household (HH) surveys.	0 residents in the target zones	150,000 residents in the target zones 76,500 Females 73,500 Males	450,000 residents in the target zones 229,500 Females 220,500 Males	Sufficient rainfall, groundwater and surface water can be mobilized to help achieve water security.	100%	32%	Satisfactory (S)	Data related to the construction of infrastructure indicates the number of people that would be theoretically served by such, on the basis of population data, which is higher than the mid-term target (144,379 people in total). However, there is no measurement of related to climate shocks and stresses, so it is impossible to confidently and accurately monitor this indicator. Energy supply problems, data transmission problems and other technical constraints are for the moment preventing this knowledge from arising, hence the lower qualitative rating. The data provided is not gender-disaggregated; however using basic population data, it can be said that at least 50% of beneficiaries are women. The evaluation also notes that the assumptions here are a risk to the project, that the project was designed to address. It would be useful if in the second portion of the project, actual measurements of water access among beneficiaries were conducted (and compared to non-beneficiaries to provide a counter-factual)
A5. Strengthened institutional and regulatory systems for climate-responsive planning and development	5.1: Institutional and regulatory systems that improve incentives for climate resilience and their effective implementation	Review of work plans of institutions forming IWRM Committee included in the annual reports, Meeting minutes	No national and island agency incentivizing climate resilience and its implementation under the current water sector	2 national agencies (DGEME and MEAPEATU) and 2 island agencies (DREAs) incentivizing	4 national agencies (DGEME, CSRH, DGM, DGEF) and 3 island agencies (DREAs) incentivizing	Political commitments remain high for the period of project implementation.	80%	50%	Satisfactory (S)	The Project has achieved significant milestones through the finalization and promulgation of the Water Code and some of its related texts of application. The creation and soon operationalization of the Integrated Water Management committees constitute a major paradigm shift and innovation in Comoros. While the committees themselves are not yet operational, and therefore their work cannot be examined yet, the preliminary work conducted through studies, trainings, and recommended workplans indicate that this progress will continue. The

Expected Result	Indicator	Means of Verification (MoV)	Baseline	Target		Assumptions	Progress towards achievement			Comment
				Midterm (if applicable)	Final		Rate of achievement against Mid-term target	Rate of achievement against final target	HS-HU	
			planning framework							DGEME, MAPEATU and the SONEDE have all undergone reforms. It is not clear whether they are already "incentivizing" climate resilience, however the reforms and reorganizations point to the creation of structures, norms, standards and practices that would have the effect of "incentivising" resilience-building actions. There remain some challenges, however, such as the strengthening of capacity of lead institutions such as SONEDE, SONELEC, and ANACM, without which the strengthened regulatory framework will remain theoretical. We also note that the formulation of the indicators themselves make this result hard to measure. For instance, the baseline, target and indicator are not well aligned. It is not clear what is meant by "incentivizing. it is also unlikely that "no" national or island agency was encouraging, promoting, or striving for climate resilience, since the MAPEATU had been implementing numerous projects and programmes on climate adaptation since the early 2000s. A revision of the indicators, targets and means of verification may be warranted to ensure measurability of progress.

Expected Result	Indicator	Means of Verification (MoV)	Baseline	Target		Assumptions	Progress towards achievement			Comment
				Midterm (if applicable)	Final		Rate of achievement against Mid-term target	Rate of achievement against final target	HS-HU	
	5.2: Number and level of effective coordination mechanisms	Annual reports of IWRM committee, Meeting minutes, work plans, M&E reviews	Fragmented water governance—no effective coordination mechanism in place	1 National IWRM Committee in place, meeting regularly with appropriate representation	1 National IWRM committees and 3 island IWRM committees coordinating watershed resilience plans	Political commitments for coordination remain high for the period of project implementation.	100%	100%	Satisfactory (S)	Three integrated water management committees were created at island level. As noted earlier, the project has made good progress in creating and capacitating the integrated water management committees. It is expected that they will become fully operational in the early part of the second half of the project. Work is underway to operationalize the committees, although the evaluation questions the validity of the final target (3 IWRM committees instead of one for each watershed targeted). Effort should be made to ensure the sustainability and autonomy of these structures after the duration of the project.
A6. Increased generation and use of climate information in decision-making	6.2: Use of climate information products/services decision-making in in climate-sensitive sectors	Agency annual reports and surveys, scorecards, staff questionnaires	No of climate information products/ reports/forecasts to support the decision making in water sector/baseline is for the targeted areas (baseline number to be confirmed during year 1 of the implementation)	20 percent of the officials in the targeted agencies using climate reports/forecasts (gender disaggregated)	100 percent of the officials in the targeted agencies using climate reports/forecasts (gender disaggregated)	The fluctuation of staff (and no. of staff) does not increase significantly	15%	15%	Moderately Unsatisfactory (MU)	There is no numerical data available to ascertain the progress against this target from a quantitative point of view. The indicator is not aligned to its target. There have been no new climate information product emitted by ANACM since the start of the project although the project has generated some climate modeling and vulnerability assessment for the targeted zones. The project has made good progress in the strengthening and technical improvement of the hydro-climate monitoring infrastructure. However, challenges within ANACM and SONEDE remain that may prevent the mobilization and use of climate information products and services in decision-making. For example, cellular transmission issues may prevent ANACM from retrieving data in real time, jeopardizing its Early Warning work, particularly in terms of flood risk. Furthermore, it is not clear whether and how other agencies, including the Integrated Water Management Committee will receive, and use said information. Unless measures are put in

Expected Result	Indicator	Means of Verification (MoV)	Baseline	Target		Assumptions	Progress towards achievement			Comment
				Midterm (if applicable)	Final		Rate of achievement against Mid-term target	Rate of achievement against final target	HS-HU	
										place to ensure constant, stable and reliable influx of data, and unless all parties are capacitated to deliver their technical tasks durably, this target will not be met by the end of the project.

Expected Result	Indicator	Means of Verification (MoV)	Baseline	Target		Assumptions	Progress towards achievement			Comment
				Midterm (if applicable)	Final		Rate of achievement against Mid-term target	Rate of achievement against final target	HS-HU	
A7. Strengthened adaptive capacity and reduced exposure to climate risks	7.1: Use by vulnerable households, communities, businesses and public sector services of Fund-supported tools (climate products), instruments, strategies and activities to respond to climate change and variability	Agency annual reports, water supply system performance monitoring, community questionnaires, promotion materials	users of water climate reports/products	150,000 beneficiaries (51% women) use climate information on water	335,000 beneficiaries (51% women) use climate information on water	The targeted population has the necessary access to the communication channels (e.g., mobiles, media)		20%	Moderately Unsatisfactory (MU)	At mid-term, there is no way of independently determining the number of people who have made use of climate products and instruments, particularly the number of people using climate information on water. This is because the data provided in the project dashboard is calculated rather than measured, and the assumptions made cannot be tested. For example, the project team noted that 49% of intended beneficiaries received agricultural advice from ANACM through the improved data collection systems. This information is calculated on the basis of transmission (i.e. the ANACM transmitted to X people) but does not provide information on its use. It is not clear whether this advice included water management or how the information was transmitted. The main challenge here is one of measurability. Based on the information available, the evaluation cannot confidently confirm that 150,000 people have used climate information on water.
	7.2: Number of males and females reached by climate-related early warning systems and other risk reduction measures established/strengthened	Annual reports, Community Questionnaires		150,000 (51% female) with access to water-climate information	335,000 (51% female) with access to water-climate information	Disasters to not destroy installed data collection equipment.		20%	Moderately Unsatisfactory (MU)	The project has succeeded in improving the infrastructure for hydro-climate monitoring, through the acquisition and installation of various types of stations and monitoring equipment throughout the three islands. These are gradually handed over to the ANACM whose responsibility is to operate, maintain them and to collect and share data. However, the project noted that the ANACM requires significant institutional capacity improvement in order to be able to fully deliver climate services. The project supported the development of an economic model and plan, for which the cost (upwards of 6 million Euro over 4 years) are not yet met. This potential financial shortfall may

Expected Result	Indicator	Means of Verification (MoV)	Baseline	Target		Assumptions	Progress towards achievement			Comment
				Midterm (if applicable)	Final		Rate of achievement against Mid-term target	Rate of achievement against final target	HS-HU	
										prevent the ANACM from delivering its mandate sustainably. As noted above, at mid-term, in the absence of actual measurement data (household surveys), it is impossible to verify how many people have been reached by early warnings or other risk reduction measures. That said, if the ANACM and other institutions were experiencing interruptions in data transmission due to energy and cell phone credit supplies, as was noted during the evaluation, any result achieved at mid-point remains precarious.
A8. Strengthened awareness of climate threats and risk-reduction processes	8.1: Number of males and females made aware of climate threats and related appropriate responses	Field survey reports/scorecards on the awareness	0	150,000 residents total in target areas 76,500 Females 73,500 Males	450,000 residents total in target areas 229,550 Females 220,500 Males	Disasters to not destroy installed data collection equipment.	144,379	33%	Satisfactory (HS)	The project noted that 49% of intended beneficiaries received agricultural advice, which can be taken to mean increased awareness. Similarly, the project has trained committee members and the various institutional stakeholders (DGEF, SONEDE, DGEME, and the two DREA) on climate risk management. The project has created significant awareness change, knowledge and capacity to understand climate threats and risks among institutional partners, government institutions, and the general public alike, according to available evidence collected in the field mission. Numerous occasions for communicating on climate risks and for raising awareness at local level were created. This is also translated by high levels of continued government support and commitment to the project. However, there is no numerical data available and gender-disaggregated data must be inferred from participants lists. In order to quantify the number of people reached, the evaluation assumed this to be at least the total number of beneficiaries of water infrastructures (144, 379 people, of which 50% are women). This, however, cannot be independently verified in the absence of household surveys.

Gender Equity and Social Inclusion

The project's performance against its own objectives in terms of Gender and Social Inclusion is **moderately satisfactory**. The project has succeeded in increasing the number of women engaged in various project-led structures. For example, women have been sensitized to join the committees for the management of infrastructures. For each committee set up, at least three women are active members of the board. There are women-run water infrastructures (e.g., micro-basins) and youth-run infrastructures as well. Many women have been encouraged to accept leadership positions within those committees. The project also engages women and youth (18-35) in all trainings, awareness raising events, and other project activities.

An Important achievement is the integration of gender issues in the Water Code and in the texts supporting its application. The participation and special needs of women, youth and other vulnerable groups are enshrined both as a principle in the Law and as an obligation of the state (Article 44): "The State and other actors undertake to give due consideration to the concerns, interests and contributions of women, young people and other vulnerable groups in the planning and management of water resources and sanitation, particularly in the area of water and sanitation, particularly in terms of decision-making in the field of water and sanitation; information and participation, including the determination of quotas in institutions and bodies for integrated water resource management; access to drinking water and sanitation services; capacity-building for stakeholders; investment operations in the water sector. " Women's associations, such as Entreprendre au féminin au Comores (EFOCOM) and Réseau national des femmes leaders pour la paix, are routinely associated to project activities. At the governmental level, representatives of the Commission for Solidarity and Gender Promotion at national and island level are also systematically included in project activities.

During the evaluation mission, the evaluator collected evidence that women and youth are receiving specific adaptation benefits. Many women testified to the benefits provided by having a source of water close-by, reducing the work burden and freeing them to pursue other economic activities. Many women have also noted the increase in productivity, sometimes up to two times, of certain crops (e.g., potatoes or tomatoes) and their ability to cultivate during the dry season. This contributes to the economic well-being and food security of women and their households.

Furthermore, the project has been successful in ensuring the integration of gender issues in the environmental and social safeguards processes, including environmental and social management plans and the field-work level ESMPs that are implemented by service providers and construction firms during the works. This, in the context of Comoros, is a significant innovation and advancement, as it conveys and mainstreams the responsibility for inclusion and equity all the way into the hands of private operators and service providers, thereby building their capacity to assume these responsibilities in the future. However, as noted during interviews, most private sector companies need capacity building in this regard. Furthermore, the project team has not been able to fully conduct oversight on how these standards are applied by private firms and suppliers. UNDP now has a Social and Environmental Safeguards committee that is strengthening

the national side on SES-related issues and is also setting up a roster of national experts trained (and to be trained) in this field. There is progress, but much remains to be done.

Unfortunately, the project is not served well by its Gender Action Plan. First, the project's Gender Action Plan contains a very large number of gender-related targets and indicators that are not, currently, integrated into the project's main results framework. This creates a second layer of reporting and an additional level of complexity for the project team, who must consider two different sets of actions for the same activity. The list is long, and not entirely realistic in the context and culture of Comoros. For example, requiring that 50% of all beneficiaries of trainings be women is unrealistic, considering the female workforce in public administrations and parastatal agencies like SONEDE, ANACM and others, is around 14% or less[16], and that those currently employed are not necessarily in decision-making or professional positions. This is a systemic issue, on which the project has little or no influence, but to which the project can contribute by encouraging young women to pursue certification and studies in water-related topics.

The evaluation also notes that, despite having commissioned detailed studies and proposed lists of recommendations for gender integration into integrated water management, gender-related issues are not consistently integrated in the studies, manuals and operating procedures developed by project consultants. For example, other than mentioning in passing that "women play an important role in water management for domestic purposes" and therefore that "one should be aware of their particular needs", the training documentation on integrated water management (destined for trainers who would support the IWM committees) makes no mention of how. This is a missed opportunity for the project to advance a more progressive agenda as regards to gender equity.

Furthermore, the Gender Action Plan (GAP) only considers numbers of women and youth rather than the quality of engagement of women beneficiaries. While increasing the number of women participants is certainly a part of promoting gender equity as regards to water, the evaluator believes that a more meaningful set of targets—albeit reduced in number—might focus on improving the quality of women's engagement in project outputs and outcomes, and the benefits for women of project activities.

There is, unfortunately, no disaggregated tracking of gender and social inclusion targets in the project's M&E system right now. Gender data is not integrated in the project Dashboard. In the absence of household surveys, any granular assessment of the project's impact on women, youth and other vulnerable groups, is impossible. The GAP also does not include any measures for social inclusion per se, and no mention of elderly people or persons living with disabilities. The project also suffered from the absence of a gender specialist until 2021 and low capacity for gender integration within the EE and AE (country office), a situation that has now been resolved.

[16] Gender Action Plan

M&E System and processes: effectiveness, efficiency and usefulness

The Monitoring and Evaluation system currently comprises of:

a) A M&E officer
b) A M&E Plan, which was developed in April 2023.
c) A Risk management Plan, inherited from the funding proposal.
d) A Project Indicators Dashboard
e) Annual Performance Reports
f) Audit Reports
g) Financial Reports
h) An ESS Safeguards, Complaints and Grievances Mechanism

This section focuses on the elements a-e above, while the other elements are analyzed in the sections below. The project has completed all required annual performance reports, financial reports and other narrative and data-driven reports as required during the first part of implementation. The APR contain substantial information that helps track the evolution of results and implementation, as well as the evolution of risks, on the basis of available data.

The project keeps track of participants to workshops, trainings and other events. However, the evaluation has found that this data is unusable as it is based on scanned "participants sheets" and doesn't disaggregate between type of participant, gender, age or any other useful information. The Evaluation did not locate digitized participants lists for all events, as many of these are kept in paper format in project offices; there is no coordinated beneficiaries database or lists of participants to in-field events. To our knowledge, project vendors, e.g., construction firms, do not communicate their participants lists to the project, so it is impossible to ascertain whether the consultative requirement of construction works (as per the ESMPs) were met. As noted earlier, the supervision and control measures exercised by the project team were mostly focused on the technical completion of works.

Progress meetings with the project team, the executing partner and the responsible parties are held regularly to monitor the progress of the project and ensure that results are achieved. There is an active Monitoring and Evaluation officer and team within the islands, supported by island engineers and technicians, the ESS officer, and the UNDP country office which is itself also supported by the UNDP regional office.

There is a registry of complaints received and addressed located within the Government (DGEF), who administers the Grievance and Redress Mechanism on behalf of this and other projects. The Grievance process is itself a significant innovation for Comoros, as it had never been set in place before, other than for World Bank projects. The fact that it is operational, and that it has served to address several complaints openly and transparently (please refer to section 4.3) testifies to its usefulness and efficacy. It has also been imported and used in at least one other project (the UNEP-GEF RGIBV project).

As noted before, the project's Monitoring and Evaluation System does not fully facilitate the meaningful extraction of results. A part of this is due to the original weaknesses in the project's

results framework (for example the inadequacy of certain targets and indicators). The Monitoring and Evaluation Framework itself has only been revised in April 2023. It should be noted that, at the time of project approval, M&E plans were not among the mandatory annexes required by GCF. The only Monitoring and Evaluation Plan available before 2023 was contained in the UNDP Project Document, which mentioned that monitoring and evaluation would be conducted based on the Means of Verification contained in the project results framework (section H of the Funding Proposal).

The original M&E Plan mentioned that the project would "*use the Randomized Control Trial approaches to monitor communities' adaptive capacity and exposure to climate risks, tracking their involvement in both water resources management, watershed management, water access, improvement of water supply delivery services and health condition integrating gender dimensions as outlined in the gender action plan. The questionnaire will include gathering baseline data on sources of water, capacity on integrating climate information on water-related decision making, household economic activities, production yields (fishing, farming, aquaculture), monetary income and harvesting of natural resources. The questionnaire will also include analysis of additional variables contributing to vulnerability to climate change and adaptive capacity, including understanding of climate change impacts on water access, gender roles*."[17] To our knowledge no surveys, questionnaires, or randomized control trials have yet taken place, due to budget constraints.

The dashboard of project indicators is a useful template for collecting, in one place, data on the main project indicators. However, it does not contain details on the source of data, progression trends, or any form of disaggregation (gender, age, seasonal or otherwise). If it is to be useful to monitor progress on the output and outcome targets and indicators, it should be supported by documented calculation methods, assumptions and data sources, and fed by objective measurement tools.

The 2023 Monitoring and Evaluation Plan goes a step further and analyses the challenges and opportunities in the Monitoring and Evaluation System at the level of the Ministry (DGEF), the water sector and the project itself. It rightly notes that the Ministry and its divisions do not yet have an operational M&E system in place, mostly because the Directorate in charge does not have stable core funding. This leaves all M&E to take place through individual projects. Furthermore, M&E in the water sector faces several shortcomings, including the multiplicity of actors involved, the lack of data and inadequate data stewardship, a lack of skilled human resources, the multiplicity of donor requirements and the lack of finance.

The Plan foresees a bottom-up approach in which data is collected by project stakeholders, mostly island coordinating units and technicians on the project activities, outputs and deliverables, and transmitted to the project management team for consolidation. The total budget foreseen is 305,013 USD which, as per this evaluation, is somewhat limited for a project with a total budget of over 60 million USD. However, since data collection is based on the project dashboard and the output-level targets, this M&E plan will not allow for any in-depth collection

[17] UNDP Project document page 52

and analysis of data. To be useful, the data collected should be able to answer the following basic questions related to the project's theory of change:

- Is water access increased among project beneficiaries, and if so, by how much? (disaggregated by water use [drink/agriculture], water source [ground/river/rain], gender, and over time related to season/weather event)—expressed in terms of liters per day/person.
- How many people are currently paying the project for water services and how much funds have been collected by water authorities? How much of these funds are redirected to the O&M of infrastructures?
- Is water management and water governance improved, and if so, how?
- Are women, youth and persons with disabilities more engaged in the management of water in organizations, villages, state level institutions?
- Are watersheds managed in a way that increases availability of water? And if so, how many hectares are covered? What is the progression of ecosystemic water availability (aligned to seasons)?

Given the importance of this project for the economy and sustainable development of Comoros, being able to accurately describe the changes and results of the project—particularly when attempting to install a water tariffication—would be crucial, and this requires a more than the current quantitative, delivery-based mode of M&E. In light of the above, the overall efficiency, effectiveness and relevance of the M&E system is rated as Moderately Satisfactory.

Efficiency

The purpose of this analysis is to determine how efficiently the project has converted inputs (funds, personnel, expertise, time and other resources) to achieve its intended results. According to available information, the project has not significantly deviated from original plans for project delivery. However, the project encountered significant delays and obstacles in the delivery of its activities for various reasons, some of which have already been mentioned elsewhere. Despite many of these external constraints, which were unpredictable, the project has performed remarkably well in its adjustments and in reaching its intended milestones.

The COVID pandemic and ensuing supply chains perturbations and inflationary crisis caused a series of high impact on the project, starting with the drastic increase of costs and delays in acquisition processes. This began in 2019-2020 and, while the COVID pandemic issues have been resolved, the increased costs and inflation issues have not. Inflation rates at the start of 2023 was still in the 20% range, and only started decreasing to less than 10% in the second half of the year[18]. Exchange rate fluctuations went a similar path, starting at KMF 435 to USD 1 in 2019, to as low as USD 399 in 2021, and currently hovering at around KMF 45 to USD 1. It is unknown if this has had an impact on project cashflow and budgets.

[18] Banque Centrale des Comores

Other delays and obstacles were encountered, that were less systemic. Personnel recruitment, retention and change have been problems in the project since inception. Although suitable adaptive strategies were set in place, such as anticipated recruitment, the project faces a lack of national expertise, service providers and suppliers that have required repeated recruitment and tendering processes, broadening to regional and sometimes international markets. The Chief Technical Advisor left in 2021 and was replaced in 2022, as well as the procurement officer, and a few new personnel joined the team, as others left, throughout implementation—including within the national implementation partners at government level.

There is also some indication that some modes of delivery, particularly as regards the infrastructure works, might have been less costly. For example, using local suppliers and construction companies, and local materials had been attempted in the ACCE project and led to significant cost savings. Delivering the work under a national supervision arrangement might have also led to cost savings. However, these modalities were not consistent with the change in execution modalities, and the number of national suppliers and companies with capacity to respond to complex tenders continues to be limited in Comoros. This issue could be explored further as the project seeks a strategy to maximize the remaining available budget.

In terms of the work under Output 2 which is related to the reforestation, rehabilitation and sustainable management of watersheds, the evaluation finds that insufficient information exists to demonstrate the efficiency of the work. There has been a long experience in reforestation in Comoros, and the best practices for reforestation were documented under the UNEP-GEF RGIBV project in its early days (2018-2019). There is currently no data on rates of tree survival and cost-benefits of the project's reforestation campaigns. However, at the closure of the RGIBV project in 2022, this project was able to use the already established community-run nurseries and plant materials, rather than to create its own.

The project is also exploring the possibility of reducing energy costs by adding solar pumping abilities to certain infrastructures, wherever applicable. This may also enable to the project to reduce service interruptions due to the absence of fuel, as was noted earlier. While solar energy may not be sufficient to ensure the adequate flow and pressure all the time, any supplementary clean energy source would be a welcome addition to the project, given that Comoros has traditionally suffered from energy supply interruptions.

One important aspect of efficiency is the setting up of a constant technical monitoring and support function for the project to continuously assess the quality of construction works. This had not yet been systematically set up at the time of the interim evaluation, which may have led to the late identification of technical errors and construction defects that needed corrective action. The evaluation feels that preventive action in this case would be key to reducing costs and delays and ensuring that the service providers do not receive final payment until technical quality is validated by the project's engineers.

Innovation

As noted in Key Evaluation Question 1, the interim evaluation sought to collect information and evidence regarding the innovativeness of the project, and to note any emerging best practices. A few elements have emerged from available documentation and interviews that bear mentioning.

Policy and institutional innovations: The Water Code introduces many policy and institutional innovations that have never been attempted in Comoros before. For example, the concept of servitudes, in this case meaning a negotiated rite of passage for access to water, is a new one in Comoros. As noted earlier, it is one that is not entirely known by local populations, but which will greatly facilitate access to water by all Comorian citizens. It also brings about significant positive changes in land use planning and land use rights, by formalizing access and use rights to public natural resources.

Another major innovation that this project brings about is the application of concepts related to integrated water resources management and integrated watershed management for water. Integrated water management had not yet been introduced, and watershed management is still a nascent approach in Comoros. This is a major step forward, because in the past the only strategy applied was to protect the headwaters of springs, while several activities that were detrimental to the preservation of water resources in terms of quantity and quality continued to take place in the rest of the catchment area. In the same vein, the project aims to promote sustainable land management practices, which should help to reduce run-off and encourage the infiltration of rainwater, which is the essential basis of river flows. The drying up of rivers has become a real source of concern for local authorities and stakeholders in the water sector on the islands of Anjouan and Mohéli. There is increasing awareness of the impact of human activities on water flows, in addition to climate.

The entire water governance system set up through the Water Code and the project, are major changes and innovations. Furthermore, within the application of these two approaches lie innovations in governance for Comoros in terms of democratic processes, decentralization, and participatory planning. These two approaches, if successfully implemented, will constitute a major asset for Comoros in the management of its land and in the fight against climate change.

Technical innovations: The project has set up drinking water supply systems on the 3 islands. As well as being designed with resilience to climate change and hazards in mind, these systems represent a technological innovation on the scale of the Comoros. They provide beneficiaries with access to drinking water via physical filtration through a series of filters made from gravel and crushed sand. There is also chemical and bacteriological treatment using a non-electric chlorine dosing system, based on hydraulic power alone. This approach represents an innovation, because at present, most of the drinking water supplies on the islands of Anjouan and Mohéli, which are drawn from rivers, do not provide drinking water and are highly turbid during rainy periods, leading to a high incidence of water-borne diseases such as diarrhoea and typhoid.

The project has also set up a network of piezometers to monitor fluctuations in the groundwater tables exploited in Greater Comoros and to obtain essential data on the level of marine water intrusion and, consequently, the salinity of the water distributed to the population. These data

will also give a better idea of the rate of recharge of the groundwater in the Greater Comoros to guarantee its sustainable use. On the islands of Anjouan and Moheli, the project plans to install automatic flow meters that will provide better knowledge of the flow rates of the rivers tapped and their variations over time. This is a significant innovation, as to date no data exists on the flow rates of the rivers of Anjouan and Mohéli. When related to climate data, they may enable more accurate climate change impact monitoring and early warning.

Operational Innovation: The application of environmental and social safeguards mechanisms and the institution of the project's grievance process have also been innovative in the context of Comoros, where this had never been attempted before. While they require significant strengthening of capacity, they indicate a willingness to create transparency and openness of communication with government authorities that will contribute to further creating trust between civil society and the government in general. This trust is key if the project is to succeed in establishing water tariffication, as citizens in Comoros are, and rightly so, wary of paying for services that fail to materialize.

Country Ownership

As noted earlier, the project is highly coherent and relevant to national policies, plans and development priorities. The adoption of the Water Code and related regulatory decrees and texts under the impetus of the project testifies both to the high level of influence of the project on national leadership, and to the high level of country ownership of project objectives and goals. Further evidence of country ownership can be noted by the high level participation (at Ministerial or Secretary General level) of Union and Island government representatives in project events, meetings, committees and trainings.

Furthermore, the composition of the Watershed Committees (Comités de Bassin) also indicates (and encourages) high levels of country ownership: Committees are formed through local nominations by island organizations including ministries, SONEDE representatives, elected officials, and water user organizations), and approved by the Minister in charge of water. This ensures ongoing leadership and participation by decentralized instances, and the further mainstreaming of water issues into regular development planning initiatives.

Project Steering Committee (PSC) meetings are co-chaired by a high-level representative of the MAPEATU and the Ministry of Energy and Water at the Secretary General levels, if not the Ministers themselves. PSC meetings indicate high levels of substantive engagement by all present, with concrete decisions and recommendations made. There is also evidence that the President of the Union also follows closely the implementation of the project, given that it contributes significantly to the achievement of a national policy priority of ensuring potable water supply to the Comorian population.

Similarly, the UNDP country office and regional bureau have also demonstrated high levels of commitment to the project, first by ensuring adequate arrangements for execution are in place, maintaining continuous oversight, but also by promoting synergies across all programs, and

mobilizing high levels of representation in project-held meetings and venues. The promotion of partnerships between UNDP and the DGEF, including through capacity building efforts, as well as with other agencies and donors in the themes of water, agriculture, climate adaptation are actively ongoing.

4.3. Review of Project Implementation and Adaptive Management

Management and Coordination Arrangements

The interim evaluation notes that the management and governance of the project are all conducted to a high degree of satisfaction. Participation in the Project Steering Committee is active and there is ongoing coordination between UNDP, the DGEME, SONEDE, DGEF and all actors at national and island levels. The evaluation noted that communication channels are open and transparent, and that the project can create linkages and partnerships with governmental, non-governmental, and local organizations as well.

The IE also notes that the project team has demonstrated a high capacity for adaptive management, with the ongoing development of strategies and solutions to deal with the project's challenges, including the financial challenges explained above. This process is continuous and conducted with the full participation of the Comoros Government. The high level of political commitment and financial engagement in this project at all levels facilitates coordination and management. The anticipatory approach materialized by the development of procurement planning tools prior to the launch of the project proved to be a decisive element in setting up the technical and project management teams.

The IE finds that, despite the shortcomings in operational processes noted above, the project team has diligently sought to comply with UNDP and GCF procedures. At issue may be capacity, since none of the UNDP staff had ever implemented a project of this magnitude or a GCF-financed project. Ongoing supervision and assistance from UNDP regional bureau and HQ will continue to facilitate smooth management processes. Financial management is aligned with international standards and requirements and no issues have been raised in audit reports thus far.

The project is also well coordinated with other similar initiatives, thanks to close ties with the DGEF and Comoros Government. UNDP is a central actor in development cooperation in Comoros and has linkages to all major donors in the country. This allows the project to mobilize technical and financial inputs from donors, including planning of future projects to address the gaps created by the budget shortfall.

Regarding gender integration in project governance and management, efforts have been made to increase the participation of women at all levels. The project team counts 1 woman who serves as Environmental and Social Safeguard Specialist and who plays a meaningful role in stakeholder consultations. There are 6 women in the project steering committee, and women are nominated as members of the Water Management Committees. At local level, women make up 50% of local water management structures and committees, however, not always in influent positions. The project team noted that, although many efforts had been made to encourage

participation of women in various trainings and capacity building efforts, the limited number of women in public service made the achievement of the 50% target difficult.

Financing

With regards to financial management and financial delivery of the project, as of September 30th, 2023, the project has spent 58% of its original budget. The planned expenditures at mid-term (end of year 4) were, as indicated in the FAA, of 43,776,794 USD, of which 31,929,861 were GCF grant expenditures. At September 30th of 2023, the project had spent 27,804,861 USD of GCF grant (66% of the total GCF grant)and 7,645,195 USD in cofinancing, for a total of 35,450,056 USD, roughly 80% of planned expenditures. Accounting for the expenditures of the last quarter of 2023, the actual expenditures should meet the original plan. There is evidence, from interviews, documents and physical observation, that savings were sought and some were realized by modifying scope of work, bundling lots during tendering, and partnering with organizations rather than recruiting multiple consultants. However, it is likely that these savings were offset by increases in prices and tariffs (freight and shipping), difficulties in supply chains, exchange rate fluctuations and, of course inflation.

Per output, the rate of expenditure is as shown in Table 6 and Table 7.

Table 6: State of expenditures.

Output	Total budget approved per FAA	GCF Approved contribution	Total expenditures on September 30 2023	GCF expenditures* at December 2023	Rate of achievement against mid-term targets
Output 1	1,800,163	1,495,163	970,355.24 (12%)	685,355.24 (45%)	71%
Output 2	5,662,532	3,462,312	3,178,930 (56%)	2,724,884.07 (71%)	86%
Output 3	50,056,574	35,100,107	29,721,828 (59%)	24,729,687.78 (67%)	83%
Project Management Cost	3,232,226	1,862,226	1,578,943 (48%)	894,127.28 (42%)	N-A
Total	60,751,495	41,919,808	35,450,056 (58%)	29 034 053.55	82%

*this includes expenditures and commitments up to September 30th, 2023.

Table 7: expenditures against FAA-scheduled disbursements

Disbursement by GCF as per FAA schedule	Date received/ planned	Expenditures as of disbursement request date	Commitment as of disbursement request date	Total
2,950,847.00	10/01/2019			
8,475,242.00	15/10/2020	701845.68	1 889 502,10	701 845,68
12,323,998.00	25/01/2022	9789360.72		9 789 360,72
8,179,774.00	16/05/2023	16720436.22	3 866 698,52	16 720 436,22
6,358,348.00	10/01/2024	22925239.47	6 108 814,08	29 034 053,55
1,668,474.00	15/10/2024			
1,278,051.00	15/10/2025			
685,074.00	26/05/2026			
		22 925 239,47	6 108 814,08	29 034 053,55

Table 8: Annual expenditures

Year	Total expenditure (USD)	% of total planned annual expenditures
2019	107,384.55	4%
2020	5,335,421.24	47%
2021	4,551,365.13	87%
2022	6,300,111.34	69%
2023*	6630957,21	72%
TOTAL	22 925 239,47	72%

*The report cut-off date is September 30, 2023. Figures include expenditures and commitments. Proportion of planned expenditure is calculated as a percentage against annual expenditure figures indicated in the FAA, p.28.

The Government of Comoros contribution to the project is made up of a cash co-financing of USD 3,819,270; in-kind co-financing of USD 9,381,165 in lands donated by the government to host the climate resilient water supply infrastructures; and a further USD 12,034,399, to support the Operation and Maintenance (O&M) needs for the established system for 25 years (out of which 1,397,033 is for the 8 year period of project implementation and is counted as in-kind co-finance).

In addition, the China Geo-Engineering Corporation was to provide co-financing of US$1,940,856 for infrastructure works on Grand Comore, including construction of the pipeline and acquisition of the water treatment, pumping and supply system for 19 villages. This financing, which will be provided in material form, is tied to the start of works in Zone 1. Materials are expected by end of 2023.

UNDP pledged co-financing of US$2 million, and the Arab Fund for Economic and Social Development (FADES) provided co-financing of US$293,363 for infrastructure resilience upgrades on Grand Comore, including support for drilling testing and commissioning of new boreholes and the testing of the salinity of the existing boreholes to determine optimum pumping rate.

The expenditure of co-financing to date is as shown in Table 9.

Table 9: Status of co-financing expenditures on September 30, 2023

FINANCING SOURCE	APPROVED BUDGET FAA	DISBURSED FUNDS	Expenditure and commitments	BALANCE TO DISBURSE
Government of Comoros	14,597,468	4,591,793	4,591,793	10,005,675
FADES	293,363	272,829	272,829	20,534
CHINA GEC	1,940,856	0	0	1,940,856
UNDP	2,000,000	582,859	582,859	1,417,141
TOTAL AMOUNT USD	**18,831,687**	**5,447,481**	**5,447,481**	**13,384,206**

Risk Management, Social and Environmental Standards

The project follows standard UNDP and GCF risk management procedures adequately. The Risk log is maintained on a continuous basis. The risks are adequately described and managed, and new risks are added as they are identified. One risk that is not currently included is the one related to potential interruptions in service related to the lack of budgets and arrangements for operations and maintenance, including for example data transmission for the weather stations and reliable energy for pumping.

The project's risk log contains 31 risks that are rated by probability and level of impacts, and managed as such. The risk log contains adequate mitigation measures and there is evidence that it is updated regularly, with old risks re-evaluated and new risks added and managed as they appear. However, our analysis of the risk log table shows a slight inconsistency in the way in which the probability of a risk is evaluated when the risk materializes. For example, one risk mentions the "risk of vandalism against equipment due to disagreement between SONEDE and communities", which is an event that materialized and was mitigated, yet whose probability is only rated 2 out of 5. Similarly, the level of probability of the risk related to "Weak capacity of implementing partners" was only rated 2 in July 2019, when this risk was known since project design.

Risks identified in the SESP (Annex 7 of the project proposal) included the following, which are listed in the latest Annual Performance Report (APR). Our analysis of this risk is in the table below:

Table 10: SESP risks and rating at interim evaluation

SESP Risk and rating as listed in the APR (2022)	Risk and rating at Interim evaluation
Risk 1 (low): there is a risk that duty-bearers do not have the capacity to meet their obligations in the Project;	The evaluation considers this risk as **moderate**, particularly because of the evidence that SONEDE, SONELEC and ANACM are not yet able to fully deliver on the tasks assigned to them through the project. Furthermore, the issues experienced by the

	project in terms of execution capacity indicate this risk needs to be monitored carefully, even though there have been recent improvements.
Risk 2 (moderate): the Project potentially causes adverse impacts to habitats (e.g. modified, natural, and critical habitats) and/or ecosystems and ecosystem services.	No change.
Risk 3 (moderate): the project involves reforestation activities;	No change.
Risk 4 (moderate): the Project involves significant extraction, diversion or containment of surface or ground water;	No change.
Risk 5 (moderate): the potential outcomes of the Project could be sensitive or vulnerable to potential impacts of climate change;	No change.
Risk 6 (low): the project poses potential risks to community health and safety due to the transport, storage, and use and/or disposal of hazardous or dangerous materials.	No change.
Risk 7 (moderate): the proposed project be susceptible to or lead to increased vulnerability to earthquakes, subsidence, landslides, erosion, flooding or extreme climatic conditions;	No change
Risk 8 (moderate): the Project poses potential risks and vulnerabilities related to occupational health and safety due to physical, chemical hazards during Project construction, operation, or decommissioning?;	No change
Risk 9 (low): the proposed Project potentially results in the generation of waste (both hazardous and non-hazardous);	No change
Risk 10 (moderate): the Project includes activities that require significant consumption of raw materials, energy, and/or water.	No change.

The project's grievance and redress mechanism are fully operational and has been used by project beneficiaries to register complaints. A total of 5 complaints were received by the project, some of which were received verbally by project staff. Most complaints were related to damaged crops, trees or land while during the opening of access roads for infrastructure works. Some complaints and disputes were related to restricted access to water by landowners. All complaints were resolved amicably with the involvement of the local authorities (mayors and village chiefs). Illustration of a complaint resolution is included in Figure 5.

PROJET « ASSURER UN APPROVISIONNEMENT EN EAU RESILIENT AUX CHANGEMENTS CLIMATIQUES

PLAINTE N° : 01

Date de dépôt de plainte : 10/03/2022

Ile autonome	Anjouan
Commune	ADDA
Village	Adda
Nom du plaignant	[redacted]
Sexe	☒ Homme ☐ Femme
Moyen de contact	
Moyen de communication utilisé pour le dépôt de la plainte/suggestion	Plainte déposée au cours d'une réunion
Objet	☐ Suggestion ☒ Plainte
Description de la suggestion/plainte	Restriction de l'exploitation d'un micro-bassin construit dans le champ de Attoumani Houma (dit: Attoumani Allaoui).

Résolution de la plainte N° :

Ile autonome de :	Anjouan
Commune de :	ADDA
Village de :	ADDA
Résolution N°	01
Date	24/05/2023
Résumé de la résolution	Afin d'assurer la sécurité des biens et matériels qui se trouvent dans la propriété (Champ) de monsieur Houmadi (Alias Attoumani Allaoui), les parties presentes à la resolution ont convenu de rallonger le tuyau de puisage de l'eau vers la sortie du champ. Cela permettrai aux benéficiaires de s'approvisionner eux aussi pour leurs besoins agricoles sans avoir à entrer dans la propriété.
Signature personne (s) engagée(s) dans la plainte	[redacted]
Signature responsables engagés dans la résolution	Anzilani Abdou Boina (RT I Anjouan) Sitti Houmadi (Experte SES)

MINISTERE DE LA DECENTRALISATION ET DE L'AMENAGEMENT DU TERRITOIRE
COMMUNE DE ADDA
LE MAIRE

LE MAIRE

Figure 5: Illustration of a complaint resolution

The project also prepared Environmental and Social Management Plans and reports according to requirements. The Environmental and Social Management Framework and Plans were approved by the GCF.

Efficiency of Operational Processes

In its first two years, the project faced some constraints related to the management, fiduciary and procurement capacity of the government, who, according to the National Implementation Modality, were to be responsible for executing activities. The initial Harmonized Approach to Cash Transfer (HACT) Assessments noted that the main executing partners were High Risk partners, meaning that the full NIM modality could not be used per UNDP policies. Therefore, during the first two years of implementation, the project operated under a hybrid NIM modality, where the government obtained support from UNDP for various operations, such as complex tendering processes. Various attempts were made to strengthen the processes of the national implementing partners, including training sessions and support to recruitment of staff.

In 2021, a UNDP Regional Office mission undertook a comprehensive review of procurement and tendering processes and noted some irregularities in many of the tendering processes undertaken in the first two years of the project. According to this review, the initial terms of agreement between UNDP and the national EEs were not entirely adhered to, meaning that the UNDP Country office did not fully respect UNDP procedures for cash transfers. This refers for example to procurements where specific measures applied due to the classification of the EE as a 'high risk' partner under UNDP's Harmonized Cash Transfer Approach (HACT). In addition to the country office, UNDP teams from headquarters and the regional offices in Africa were proactive in addressing these challenges, which were reported to the GCF in the 2021 Annual Project Review (APR).

A series of recommendations were made following the 2021 mission. As a result of these capacity gaps, the project execution modality was adapted to allow the Country Office to retain more control over resources and provide more direct oversight on procurement, tender and financial management ("Full support to NIM modality"[19]), in line with the requirements of the HACT framework, while in parallel working with the Government to strengthen the EE's capacity in this area.

The government concurred and agreed to the recommendations. As a result of this mission, a comprehensive plan to strengthen the capacity of the executing entity (DGEF) and 9 other national implementation partners, and plans for risk mitigation were put in place, all of which have now been implemented. A new HACT evaluation is planned for December 2023 to verify the status of DGEF capacity.

[19] https://popp.undp.org/sites/g/files/zskgke421/files/2 23- 8/FRM_Financial%2 Management%2 and%2 Execution%2 Modalities_UNDP%2 Support%2 Services%2 to%2 NIM.docx

This shift from NIM to Full Support to NIM required the separation between the supervisory and executive functions of the project, in particular due to the potential perception of a conflict of interest of a senior member of the UNDP staff who is related to a senior member of the DGEF. Roles were therefore separated to ensure clear division of work between supervisory and executive functions within UNDP and between UNDP and the EE. It should be noted that the Interim Evaluation did not note any occurrence conflict of interest on the part of any member of the team. However, the need to ensure transparency, ensure highest levels of integrity, and to avoid potentially awkward situations made this action a necessity, and the UNDP CO and DGEF should be commended for taking proactive action on this delicate matter.

In our experience, these execution issues could have been averted. It is not the first time that UNDP undertakes parts of project execution in Comoros for similar reasons and the partner's high-risk status had been established before the project started, including by other projects implemented by other agencies. However, it is the first time that any agency puts in place concrete capacity building actions to address these challenges and capacity needs, and this should be saluted. The evaluator cannot help but note that in the absence of any real long-term support to strengthen the management, fiduciary, procurement and other institutional capacity of national entities, no organization could have expected this capacity to simply materialize. Therefore, the capacity building measures that were put in place are welcome. They will not only serve this project, but other future projects as well, provided they are soundly integrated by the Government.

At the time of the Interim Evaluation, all the issues raised in the 2021 supervisory mission appear to have been resolved; all participants to the evaluation indicated that communication channels are open and transparent, and expressed the hope that the situation is "temporary, while the capacity of the national entities is being strengthened". Thankfully, this issue has not created any lasting negative mark or risk on the project implementation.

4.4. Sustainability, Replication and Scalability

Sustainability considers the likelihood of continued, lasting benefits and impact after the project is completed. Assessment of sustainability at midterm must examine the risks that are likely to affect the continuation of project outcomes from four perspectives: financial; socio-economic; institutional framework and governance; and environmental, with a view of helping the project set up the best conditions for its exit strategy.

Sustainability

Institutional framework and potential governance risks to sustainability

From available information and discussions, it is clear that the Société Nationale Des Eaux (SONEDE) does not have the technical capacity right now to provide continued oversight on water services. This capacity includes both the technical monitoring, operation and maintenance (material and human) resources, but also the capacity to manage other aspects

of its mandate, including its role in water governance. For example, some SONEDE staff still requires training for the operation of the infrastructure (this work is in progress), and additional recruitments will also be warranted to ensure the service in the long-term. Additional training will also be needed to ensure proper repair and maintenance of the network equipment. Institutional capacity to plan for future installations is uncertain: in the long-term, the government and SONEDE will likely have to negotiate new land leases and land concessions for expansion of the network. This is a delicate undertaking for which SONEDE appears ill-equipped for the moment.

It is unclear whether the national institutions and the island institutions have the full capacity to manage the political aspects of the water system. For example, land tenure and access rights conflicts have already arisen, albeit anecdotally, within the project. An interesting example of resolution was tested in Anjouan and replicated thereafter, through the adoption of a governorate Decree establishing a requirement for consultation. It will be imperative to learn best practices in terms of negotiating access and use rights with local stakeholders so that a framework approach can be set up when the time comes for upscaling and replication. In addition, while research is currently being conducted on best practices for setting tariffs, there has been little discussion on the collection and management of the funds collected. The evaluation hopes that the next phase of the project will allow for the full investigation and strengthening of the capacities of government entities to conduct the full cycle of water management.

IWRM and watershed management is a new concept for many of the stakeholders, and the evaluation has noted an increased awareness of the impact of human activities on watersheds, and therefore on ecological services related to water. Enforcement capacity for monitoring and enforcing the water code are nascent. There will be a need to manage infractions and to work with local communities and land users to define servitudes. The mapping of watersheds was an opportunity to work with communities and raise awareness, but more work needs to be done to fully inform communities, local leaders, mayors and village chiefs, religious leaders and women's groups of the dispositions of the associated regulations of the Water Code.

Finally, caution should be exercised, as looming elections can have an impact on positioning of some key actors, although the current President has maintained his support of the project and of water tariffication, even during the campaign. Government change could lead to policy change in this regard.

Financial risks to sustainability

The Interim Evaluation has also noted that the financial risk to sustainability arises from the need to ensure proper resources are provided to national organizations (e.g., SONEDE or SONELEC) to conduct their work properly. Ensuring adequate staff is recruited and the technical means of operation are constantly available will be an important next step. This requires working with planning authorities to ensure budgets are revised to include the adequate provisions. The extent to which each organization and institution involved in the

new water governance system has set aside resources for functioning is unclear. This includes watershed management committees, SONEDE and SONELEC, MEAPEATU, island commissions and the like. This has been an issue in the past in Comoros, therefore the project should dedicate some resources to ensuring adequate planning before an exit strategy is put in place.

Naturally, the mobilization of additional financing will be required to upscale and extend the project's results to other areas. Plans are already underway to design new projects for GEF and Adaptation Fund financing; a broader water resource mobilization strategy could be useful to ensure all investment needs are met in the future. Needless to say, one risk to the achievement of the project is also noted regarding the budget shortfall created by the inflationary crisis of recent years.

Socio-economic risks to sustainability

It is apparent, from discussions with local communities, that the willingness to pay for water in certain areas is not well established. In Grande Comore, for example, where there is no surface water, the willingness is established. However, in Anjouan and Mohéli, people are used to getting free water. Culturally, it is a free public good that "belongs to God". The project has worked hard to address this cultural reticence. There has been a big shift in awareness around the importance of water quality over the last decade. The President and government have developed messaging to take this into account, indicating that there are services that need to be maintained and paid for to manage the resource that comes from God. There are still disparities in awareness levels between different islands, especially in a context where there was previously community management of water. More awareness raising will be needed to continue this work.

Continued awareness-raising in the context of the consultations on pricing and thereafter will be critical. Of note, if people do pay, they will want to see the service they are getting. The study on pricing must consider all aspects in order to maximize social acceptability (environmental, economic, social, welfare of the poorest, etc.). All these elements should form part of the project's exit, replication and scalability strategy moving forward.

Environmental risks to sustainability

Regarding environmental risks to outcome achievement, the evaluation did not note any major environmental risks, other than those already identified in the Environmental and Social Assessment and ESS plans. However, the evaluation notes that some of the project's assumptions regarding availability of groundwater and rainfall remain untested. To our knowledge, groundwater availability modeling has not yet been conducted (nor has it been foreseen in the project).

There is data on water quantity and quality that is collected by the SONEDE and ANACM; there is parallel data on weather events and parameters. The two datasets do not appear to be related yet, which prevents the sort of risk assessment and proactive modeling to be conducted by ANACM, as well as the determination of true success of this project. An

improved monitoring and evaluation system should track not only the achievements of the project as deliverables, but also the evolution of water services in relation to time and climate.

Unexpected results

The evaluation did not note any unexpected results, negative or otherwise.

Replicability and Scalability

The interim evaluation briefly considered the issues of replicability and scalability, first as a factor of the quality of project design, and second, as a factor of the project's overall exit strategy as incorporated into project implementation. A large part of the project's sustainability and exit strategies lies in the adoption and promulgation of the Water Code and its supporting texts. Another part resides in the fact that, once built and strengthened, the water network will be considered 'sustainable' (under appropriate maintenance conditions). A significant portion of Output 1 and 2 activities are designed to ensure long term sustainability and replicability of project outputs and outcomes. For example, strengthening the hydro-climate monitoring network is included in the project to support future planning; the same goes for the ANACM economic model, which is designed to make the organization financially autonomous. Efforts to strengthen the capacity of SONEDE and other partners are also designed in this vein. These efforts are still underway, but will feed into this project's replicability and scalability. A detailed plan for long-term sustainability, upscaling and broader adoption is not yet developed, given that the project is only at mid-point.

As intended in the project design, a key element of upscaling and replicability lies in the work and performance of the Watershed committees, and on their ability to manifest change in the ways in which watersheds are being used in the service of water. As noted earlier, our finding was that the use of the Integrated Watershed Management by watershed approach has led to missed opportunities to generate change in other aspects of watershed management, that are just as crucial for adaptation in Comoros. Starting with an integrated watershed management approach, into which water services might have been emphasized at first, would have led to different and perhaps more scaling and replication benefits. To illustrate with a very simple example: planting trees is not necessarily done the same way when you do it for run-off control or for agricultural productivity; neither are land use planning and allocation. Different species, planting methods, spacing, and management approaches may be selected depending on the benefit sought. The committees, once they are operational, will have an opportunity to reflect upon whether they can broaden their approach to address other elements of climate resilience and development planning through their work.

With the above in mind, the rating for replicability and scalability is Satisfactory.

5. Conclusions, Lessons learned and Recommendations.

5.1. Conclusions

After a review of available evidence and consultation with project stakeholders and beneficiaries, the evaluation concludes as follows:

Effectiveness: In terms of output achievement, the project has made good progress towards its mid-term targets, exceeding them in some cases, but missing them in others. The nature of the targets and the absence of data has made progress rating difficult. Similarly, flaws in the results framework also hinder results measurement at outcome level.

Impact: There is good progress towards achievement of outcome, and under certain conditions, the project may meet its stated (and revised) objectives. The project has also seen some important innovations for Comoros, including measures to implement a complaints and redress mechanism and important institutional reforms that pave the way for long-term improvements in water service delivery.

Efficiency: The project has experienced a significant budget shortfall which is due to the combined effects of COVID, the inflation crisis and the Ukraine war. Some of the cofinancing has not yet materialized, but despite best efforts to address this situation, additional resources will have to be mobilised if the project is to achieve its overall target. A restructuring is strongly recommended, not only to address the financial shortfall, but also to strengthen the results framework and resulting monitoring and evaluation system. The project's operations and management processes were adequate, despite challenges in terms of capacity within the national executing entity, for which a capacity development plan was implemented. Although the project was designed with a gender lens, some work remains to be done to ensure proper gender mainstreaming and delivery of gender-related co-benefits.

Sustainability: Capacity shortcomings among national institutions are also at the root of some challenges in terms of sustainability, and some measures have been taken to address these gaps, particularly in terms of securing services that will support the water network's long-term operations.

Relevance: the project continues to be highly relevant to the priorities of the Government of Comoros, which can notably be seen in the high level engagement in project meetings and venues, and in the amount of cofinancing secured for the project's implementation and beyond.

Conclusion 1 — The implementation of the project is progressing as planned, and benefits are beginning to materialize as intended. However, achievement of the targets in the project document is jeopardized by the budget shortfall created by the unpredictable inflationary crisis. As noted earlier, the project has operated well in a context of hardship, facing significant delays and supply chain constraints during and after the COVID crisis. Staff change and lack of national capacity have also caused constraints, albeit at a lower level of

magnitude. Many of the initial problems that were within the project's sphere of influence have now been resolved. There is an urgent need to develop an alternative route to ensure completion of project outputs and achievement of project outcomes that will not sacrifice the quality of work. With such a strategy, the IE is confident that the project can reach its intended outcome.

Conclusion 2 — The project has succeeded in instigating significant institutional, policy and cultural changes in terms of water governance, water management and water use. Continued work is needed to increase the social acceptability of these changes and to ensure their application at all levels countrywide. This includes strengthening the capacity of key new and existing institutions, such as the SONEDE, ANACM, MAPEATU (DGEF and DGEME) and island-based institutions to deliver on their new mandates. Roles, responsibilities and mandates of these institutions and of the Watershed Committees, will need to be further clarified and refined over the years to come. Adequate human, material, technical and financial resources are needed to ensure proper functioning of all relevant institutions and for the continued adequate use of technical monitoring and supervision processes. Much of the project's goal achievement, sustainability and replicability, will depend on these conditions being met.

Conclusion 3—Monitoring and Evaluation systems meet the minimum requirement for accountability, but are inadequate to influence policy or to feed into learning, communication, and results harvesting. Some of the faults in the M&E system are due to the inadequacies of the results framework itself, but can be improved independently. Data on project benefits can be leveraged to support increased social acceptability and to deliver improved results from a qualitative standpoint. The project does not currently have the means to collect or use data in a way that would inform policy making (for example, data on water access by season could inform sliding tariffs). There is an over-reliance on numerical targets at the expense of qualitative indicators. Furthermore, the lack of disaggregated data or of links between datasets (e.g., water use vs. climate) prevents the project from accurately reporting on adaptation benefits, in particular for vulnerable groups such as women, children, youth, elders or persons living with disabilities.

Conclusion 4—Project management and execution is adequate, and issues that have arisen have been duly resolved, but caution must be taken to ensure continued full compliance with UNDP and GCF procedures by all stakeholders. In this regard, the country office and the project team have made tremendous and valuable efforts to address any shortcomings. The continued adherence to policies and standards of the GCF require that adequate capacity be maintained in the country office, executing entities and among implementing partners. Continued care should be taken to ensure transparency of communication with the government while removing the possibility of conflicts of interest among project staff and beneficiaries. Publicizing the available Standard Operating Procedures, manuals and rules will serve this function and contribute to building the capacity of national entities to take over this project and similar ones in the future.

Conclusion 5—Gender Equity, Social Inclusion, and the management of Environmental and Social Safeguards have been innovations in the context of Comoros but more work is needed to ensure best results for project beneficiaries. The use of the grievance redress mechanism and the development of local environmental and social management plans have been new practices; capacity building for private sector operators, civil society and vulnerable groups themselves to participate in such processes, is paramount. However, the integration of gender issues into the project has been limited to the insertion of numerical targets into activities. A more qualitative integration and a clearer understanding of the potential qualitative adaptation and gender benefits brough by this project should be sought. Some vulnerable groups (e.g., elders and persons living with disabilities) have been omitted from the project's social inclusion plan.

Regarding the three Key Evaluation Questions, the following conclusions are offered:

KEQ1: Considering progress to date, what are emerging best practices, or suggested innovations to sustainably improve the policy enabling environment and water governance?

From available evidence, it is clear that the governance system brought about by the adoption of the Water Code is still nascent and in flux. Over the years, there some refinement will be needed, and some inconsistencies will need to be corrected. For example, the respective roles and attributions of the DGEF vs the DGEME vs the SONEDE will need to be ironed out. One emerging best practice resides in the convergence of watershed management and integrated water management as an adaptation strategy. For Comoros, this convergence makes sense given that, at least in Mohéli and Anjouan, watershed management plays an obvious and visible role in water supply and water quality. In Grande Comore, this may be less evident, and more data is needed to document the links between watershed management and aquifer recharge. The monitoring stations installed should provide some of this data. Committees in charge of watersheds may wish to pursue this avenue as a way of upscaling the project's results.

If the government decides to explicitly pursue the integration of watershed management with water management, more work will need to be done to develop a unique Comorian methodology and approach to ensure that the requirements are met. This will facilitate the streamlining of governance structures: watershed management committees will have not only a "water mandate" but also an "ecological stewardship mandate," and an "agriculture and land use planning mandate." Watershed management also provides a clear synergy between adaptation and mitigation priorities. Watershed committees may well become a key multi-sectoral and democratic decentralization mechanism for the country in the future. However, more analysis is needed to determine the most suitable scale of intervention, given the multiplicity of watersheds and micro-watersheds in Comoros.

KEQ2: Has the project succeeded in developing a plan for long-term sustainability, upscaling and broader adoption; and if not, what are the key missing ingredients?

The evaluation finds that the project's plan for long-term sustainability, upscaling and broader adoption of project results is still in development. This is not surprising, since work is in progress and many of the project's results are only beginning to materialize. Nevertheless, the IE reflected on the key ingredients of such a plan and proposes that three key elements can be put in place to support the exit strategy:

a) An improved monitoring and evaluation strategy that leverages data for the documentation and communication of results. This would greatly facilitate the work of creating awareness, overcoming cultural reticence, informing future policy, averting policy change, and increasing social acceptability. Demonstrating success in meeting the targets is only one part of a good M&E system; in the case of this project, implementation processes are also crucial and should be documented as best practice.
b) A sound and equitable tariffication policy and tariff collection system should be in place by the time the project ends. This aspect is crucial to ensuring the long-term reinvestment into the system, operations and maintenance and enforcement of the Water Code.
c) A water financing strategy is needed to ensure that the Comorian government is able to continuously invest in the water system, leveraging a broad variety of sources. This would be a good companion to the Water Code.
d) An analysis and eventually a decision to broaden the scope of work of the Watershed Committees beyond water management, to address all aspects of watershed management including land use planning, resilient agriculture, biodiversity conservation, and emissions mitigation through sinks.

KEQ3: What are the best practices emerging from implementation regarding the integration of GCF environmental and social standards, including best practices in terms of safeguards monitoring, social inclusion, and gender integration?

As noted earlier, the very existence of the GCF environmental and social safeguards have gone a long way in creating a new way of working in Comoros. Application of the ESS standards, the grievance and redress mechanism (and its full ownership by the government), have been successes of this project. Continued work is needed to ensure the government and its ministries, and other institutions, are trained in their application and strengthened in their capacity to apply them. The continued application of these standards within the water governance system will be a crucial element of the success of this project. This will require ownership and appropriation but also technical and institutional capacity. The ideal situation would be that these standards become part and parcel of the Government's ongoing work, which will go a long way in strengthening the transparency of operations and therefore, the trust between civil society and public administrations, which is a challenge in Comoros.

Regarding social inclusion and gender equity, the project is working diligently to ensure women are adequately included in its mechanisms. It is clear from available evidence that the situation in Comoros currently does not facilitate women's participation in the economy, let alone the governance and management of water. The project can continue to put in place efforts to reach women, to help them find their voice and power within the project, and to

ensure they receive the appropriate benefits from improved access to water. These should be documented with more granularity in the project's M&E system if they are to feed into any cultural change for women in Comoros.

Below is a summary of ratings following the criteria and indicators contained in the evaluation matrix. Overall, the project's rating is **Satisfactory**. Detailed ratings for sub-criteria as per the evaluation matrix are found in Annex 9.

5.2 Lessons Learned

Lesson 1—Adequate and realistic budgetary planning should include financial contingency. While it has not been allowed in GCF projects in the past, lessons from this and other projects show the importance of allowing a margin of manoeuvre to project teams to deal with exchange rate fluctuations, inflation and other uncertainties. Inflation should be factored into project pricing before approval. Budgeting for projects financed by GCF should be based on activities foreseen, scope of work, and where possible real in-field conditions and price quotes in order to avoid surprises.

Lesson 2—Flaws and weaknesses in project design have a real impact on implementation. In particular, faulty chains in logic reflected in the results framework have a tendency to create confusion during implementation. A sound theory of change should be supported by a solid results framework that includes both quantitative and qualitative indicators and targets. Qualitative targets, while harder to monitor, provide a richer account of progress achieved and depth of result.

Lesson 3—Adequate monitoring and evaluation can help project teams leverage between results and go beyond account rendering. A sound M&E plan feeds into a continuous learning process for project teams, beneficiaries, and stakeholders. Leveraging data may be costly but can generate high-impact statements about the project's benefits and results that can inform social acceptability, replication and sustainability.

Lesson 4 — The capacity of national executing entities should be continuously strengthened through individual projects as well as through readiness and other similar initiatives. In this regard, accredited entities should not seek to substitute themselves to national entities, but to partner with them, in their service, with the view of handing over execution in the long-term. Adequate and realistic capacity assessments should form the basis of implementation agreements before projects begin to avoid risks to projects. This is true not only for national entities, but for country offices of UNDP, who may not all have the required capacity to uphold GCF and other similar standards.

Lesson 5—Cultural change, such as the ones that are invited by this project in terms of land and water access, payments for water and gender equity, does not happen overnight, but it can be greatly facilitated by ensuring visibility of results. The communication of results in a granular, analytic, and qualitative manner can go a long way in eliciting cooperation, creating trust, encouraging compliance, and gradually changing mentalities. The cultural and economic aspirations of people should always be considered when implementing such projects.

5.3 Recommendations

Recommendation 1—The AE should immediately submit a restructuring proposal and budget revision to address the budget shortfall and to enable adequate annual planning for 2024 onwards. The elements of this restructuring plan, some of which have already been approved by the PSC in 2023, should include:

- A revision of the number of direct beneficiaries target to remove the number of beneficiaries due to population growth after project execution. This would reduce the number of direct project beneficiaries to those reached during execution (i.e. approximately 404,000 people), a more realistic and suitable target.
- An agreement by the government to mobilize additional resources through the GEF-LDCF, African Development Bank or other partners for a portion of the works that cannot be realized within the current project budget. The project team should develop a list of such works with a workplan. (this was agreed by PSC in April 2023)
- A reduction of the scope of some of the planned infrastructure works: for example, instead of mobilizing piped water to certain households, the project could pipe water to community watering points. (this was agreed by PSC in April 2023). This should be undertaken in the case where quality of results is not compromised and where budget shortfall is not met through other sources.
- An increase in the watershed management work to accelerate the rate of recharge of rivers and aquifers, along with addition of specific measurements of results achieved.

The restructuring and budget revision should be based on an updated Results Framework that follows the reconstructed ToC, with updated targets and refined indicators. It should also include an increased budget provision for monitoring, supervision and evaluation (in line with recommendation 3) and ensure that adequate funds are allowed to support the management of the project in strict adherence to UNDP and GCF procedures.

Recommendation 2 — The project should continue work to raise awareness and improve social acceptability of new mechanisms for the mobilization, management, and distribution of water over the next year. In line with the progress of work on tariffication of water and with the forthcoming adoption of regulatory texts, the project should publicize, in forms that are easy to understand and in local language, the changes brought about by the water Code. This should include a clearer communication strategy on the benefits of the project and new water system, based on data leveraged from an improved Monitoring and Evaluation System. A key part of ensuring the social acceptability of the water tariffs and access modalities will be strengthening of the capacity of institutions like ANACM and SONEDE to deliver on their mandates in the long term. This capacity, which is nascent, includes the material capacity to monitor, repair, operate, manage infrastructure and services and to transmit information to stakeholders within and outside government.

Recommendation 3 — The project management unit should develop, within the next 6 months, an upgraded Monitoring and Evaluation System. This M&E system should include a refined project results framework (to be approved by the GCF during the restructuring) that

will include qualitative as well as quantitative targets and indicators and realistic means of verification. The M&E system should facilitate the collection of data in a highly disaggregated manner, that will help the project substantiate its results, and therefore, increase social acceptability. Funds for a household survey should be set aside in 2024 and at project closure to ensure proper indicator monitoring. A digital database of project benefits, beneficiaries, participants and results, should be created to provide evidence for results reporting. The M&E system should refer to data sources and calculations, and definitions for key indicators should be provided. It should contain climate data to relate benefits to climate adaptation. Gender and social inclusion indicators should be fully integrated into the main results framework and into a single monitoring and evaluation system, to reduce work burden for the project team.

Recommendation 4 — The capacity of national institutions to take over execution at the end of project implementation should be strengthened by the project until closure in order to maximize sustainability, replicability and broader adoption. In order to ensure sustainability, upscaling and replication, and to continue supporting country ownership, all institutions should be strengthened in the following manner:

- The MAPEATU should receive more readiness support to increase its capacity for executing projects, including consultative, fiduciary, procurement, and monitoring capacity.
- The ANACM should be supported in setting up a service for the monitoring and management of automated weather stations and hydro-climate monitoring systems installed by this and other projects. This service should be properly staffed and budgeted to ensure continuous operation of all infrastructure. The project should support the ANACM in mobilizing resources for the implementation of the priority actions in its economic model.
- The SONEDE should receive support from the project and from the Government for the governance of water and the management of infrastructure (including all work supervision arrangements). Any mandate conflicts or confusion in responsibilities between SONEDE, DGEME and DGEF in regard to water management should be resolved through the promulgation of texts that follow the water Code. New letters of agreement should be developed between SONEDE, DGEME, and DGEF that encapsulate all long-term aspects of the partnership and mandates of the three institutions.
- The SONELEC's participation in the project, and in particular its ability to continuously provide energy to support the water network, should be improved. Letters of agreement between SONEDE and SONELEC and other memoranda of understanding should be facilitated by the project before closure. A study on the energy costs and requirements of the water network is needed.
- The application of ESS standards should be generalized to all national and island institutions as a new way of working and creating trust between civil society and government.
- The MAPEATU should develop a comprehensive Water Financing Strategy that would support the implementation of the law, achievement of the government's objectives and continued operation of the systems through time. This strategy

should include multiple sources and types of instruments and consider the mechanisms for using and channelling water dues collected from citizens.

Recommendation 5—UNDP should continue to support the UNDP Country Office in developing the capacity of the staff and project team to adequately manage the project. This includes providing training and technical resources, consultancies and budgets to support the project team in ensuring adherence to rules and procedures required by the project. The supervision team, Chief Technical Advisor, project engineers should also be continuously enabled to conduct ongoing supervision of works underway from a technical and an ESS perspective and to verify corrective actions, to avoid having to correct technical errors after completion. A register of corrective actions recommended and taken would be useful. Stronger control of expenditures prior to engaging contracts, making final disbursements, or committing resources should be in place, to ensure the project team continues to control any potential slippage or over-expense. The UNDP Regional Office and HQ should continue to provide assistance as needed.

Annexes

Annex 1: Interim Evaluation ToR (excluding ToR annexes)
Annex 2: Interim Evaluation matrix
Annex 3: Questionnaire or Interview Guide used for data collection
Annex 4: Mission Itinerary
Annex 5: List of people interviewed
Annex 6: List of documents reviewed
Annex 7: Signed UNEG Code of Conduct form
Annex 8: Signed Interim Evaluation final report clearance form
Annex 9: IE Ratings (Annexed in a separate file)
Annex 10: Audit Trail (annexed in a separate file)

Annex 1—Interim Evaluation ToR (excluding ToR annexes)

Interim Evaluation Terms of Reference for UNDP-supported GCF-financed projects

Standard Template 1: Formatted for attachment to UNDP Procurement Website

Type of Contract: Individual Contract
Post Level: International Consultant
Duty Station: Home based.
Languages Required: French, English *(Add language, if needed. Note that the final report must be submitted in English).*
Starting Date: *1 June 2023*
Duration of Contract: *30* working days (*1 June through 12 July 2023*)

1. INTRODUCTION

This is the Terms of Reference (ToR) for the Interim Evaluation (IE) of the UNDP-supported GCF-financed project titled *Project "Ensuring climate resilient water supplies in the Comoros Islands" (PIMS-5740)* implemented through the *Directorate General for the Environment and Forestry*, which is to be undertaken in the *year 2023*. The project started on June 25, *2019,* and is in its *4th* year of implementation. This ToR sets out the expectations for this Interim Evaluation.

2. PROJECT BACKGROUND INFORMATION

The project was designed to: *(provide a brief introduction to the project including project goal, objective, impacts, key outcomes, outputs, as per the results framework; project location, timeframe the justification for the project, total budget and planned co-financing. Briefly describe the institutional arrangements of the project and any other relevant partners and stakeholders).*

The Government of Comoros in partnership with the United Nations Development Programme (UNDP) is implementing an ambitious project aiming to ensure climate-resilient water supplies for 450,000 inhabitants, i.e., 60% of the population spread over the three islands: Anjouan, Mohéli and Grande Comore. Funded by the Green Climate Fund (GCF) to the tune of USD 41.9 million, the UNDP for an amount of USD 2 million, the FADES for USD 29,300, China-CGC for 1.9 and the Government of the Union of Comoros for USD 14.5 million, the project was approved by the GCF Board of Directors in October 2018 and has entered in force on 25th, June of 2019.

The objective of the project is to build climate resilience of water supply drinking water and irrigation in the areas most exposed to the risks associated with climate change and more specifically, the project aims to reach over half of the people living in the Comoros directly,

and 9 out of 10 people indirectly. The project is aimed at ensuring that children have water to drink, farmers can grow successful crops and feed their families, and the Small Island Developing State of Comoros can adapt its economy and society to the catastrophic risks brought on by climate change.

The project intends to achieve a national paradigm shift in strengthening climate resilience of water supply by mainstreaming systematic climate risk reduction approaches into the governance and delivery of water resources, watersheds, water supply infrastructure and water user management, including planning, investment, design, operation & maintenance.

Specifically, the project will invest in.

1. Reinforcing the management of climate resilient water supply by strengthening the water sector enabling environments, for medium to long-term climate adaptation planning. This will be achieved by integration of climate information into the recently revised national water legislation reforms, training on risk-based water management practices, and upgrading tariff reforms to include the additional costs of climate risk reduction,

    2. Protecting water quality and moderating extreme high and low water resource flows using integrated watershed management improvements and climate information systems in 32 watersheds.
    3. Increasing the climate resilience of water supply infrastructure through diversifying the water supply sources for 450,000 people (rainwater, surface water and groundwater); and designing and constructing climate-change risk informed infrastructure to protect from flood risks and sized to withstand drought periods.

The project will ensure climate resilient water supplies in the Comoros Islands through the implementation of interventions under the following interlinked outputs:

- Output 1: Climate informed water supply planning and management.
- Output 2: Climate Informed water resources and watershed management including forecasting and early warnings of climate risks.
- Output 3: Climate resilient water supply infrastructure.

In terms of implementation and institutional arrangements, the day-to-day execution of the project is done through a Project Management Unit (PMU) under the authority of Steering Committee led by the Ministry of Agriculture, Fisheries and the Environment. The main beneficiaries of this project will be the DGEF, the DGEME, the Water Company of Comoros (SONEDE), the local Water Committees of Anjouan and Moheli (UCEA) and (UCEM), Electricity of Anjouan (EDA), the ANACM through the Technical Directorate of Meteorology as well as the local Water User Associations and CBOs.

3. OBJECTIVES OF THE INTERIM EVALUATION

The IE will assess implementation of the project and progress towards the achievement of the project objectives and outcomes as specified in the UNDP Project Document and GCF Funded Activity Agreement (FAA) 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 Interim Evaluation will also review the project's strategy and its risks to sustainability.

The IE will take into consideration assessment of the project in line with the following evaluation criteria from the GCF IEU TOR (GCF/B.06/06) and GCF Evaluation Policy, along with guidance provided by the Organization for economic cooperation and Development (OECD) Development Assistance Committee (DAC). Additional evaluation criteria can be assessed, as applicable. The IE must assess the following.

- **Implementation and adaptive management**—seek to identify challenges and propose additional measures to support more efficient and effective implementation. The following aspects of project implementation and adaptive management will be assessed: management arrangements, work planning, finance and co-finance, project-level monitoring and evaluation systems, stakeholder engagement, reporting, and communications.
- **Risks to sustainability**—seeks to assess the likelihood of continued benefits after the project ends. The assessment of sustainability at the Interim Evaluation stage considers the risks that are likely to affect the continuation of project outcomes. The IE should validate the risks identified in the Project Document, Annual Project Reports, and the ATLAS Risk Management Module and whether the risk ratings applied are appropriate and up to date.
- **Relevance, effectiveness and efficiency**—seeks to assess the appropriateness in terms of selection, implementation and achievement of FAA and project document results framework activities and expected results (outputs, outcomes and impacts).
- **Coherence in climate finance delivery with other multilateral entities**—looks at how GCF financing is additional and able to amplify other investments or de-risk and crowd-in further climate investment.
- **Gender equity**—ensures integration of understanding on how the impacts of climate change are differentiated by gender, the ways that behavioural changes and gender can play in delivering paradigm shift, and the role that women play in responding to climate change challenges both as agents but also for accountability and decision-making.
- **Country ownership of projects and programmes**—examines the extent of the emphasis on sustainability post project through country ownership; on ensuring the responsiveness of the GCF investment to country needs and priorities including through the roles that countries play in projects and programmes.
- **Innovativeness in results areas**—focuses on identification of innovations (proof of concept, multiplication effects, new models of finance, technologies, etc.) and the extent to which the project interventions may lead to a paradigm shift towards low-emission and climate-resilient development pathways.
- **Replication and scalability**—the extent to which the activities can be scaled up in other locations within the country or replicated in other countries (this criterion, which is considered in document GCF/B.05/03 in the context of measuring performance could also be incorporated in independent evaluations).

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

4. INTERIM EVALUATION APPROACH & METHODOLOGY

The IE team must provide evidence-based information that is credible, reliable and useful.

The IE team will review all relevant sources of information including documents prepared during the preparation phase (i.e. baseline Funding proposal submitted to the GCF, FAA, the Project Document, project reports including Annual Performance Reports, Quarterly Progress Reports, UNDP Environmental & Social Safeguard Policy, project budget revisions, records of surveys conducted, national strategic and legal documents, stakeholder maps, and any other materials that the team considers useful for this evidence-based assessment).

The IE team is expected to follow a collaborative and participatory approach [20] ensuring close engagement with the Project Team, Implementing Partner, NDA focal point, government counterparts, the UNDP Country Office, Regional Technical Advisors, and other principal stakeholders and beneficiaries.

Engagement of stakeholders is vital to a successful IE. Stakeholder involvement should include (where possible) surveys/questionnaires, focus groups, interviews with stakeholders who have project responsibilities, including but not limited to executing agencies, senior officials and task team/component leaders, key experts and consultants in the subject area, Project Steering Committee, project stakeholders, local government, CSOs, project beneficiaries, etc. Additionally, the Interim Evaluation team is expected to conduct field missions to project sites (Adda Daoueni, Sadamponi, Ongojou, Pomoni, Lingoni, Vouani, Ankibani, Shirokamba, Maweni, Bandrani Msangani, Marahare, Hassimpao, Tsisanga Cheli, Mro Mouholi) in ***Anjouan Island*** *(*Bandarsallama: Manona, Djoezi: Malongoni et Kongolé, Fomboni- Milimouni, Ntakouja-Sanzeni ***in Moheli Island,*** Hamalengo-Diboini, Batou, Sangani et Chezni Moinkou in ***Grande Comore Island****)* of the country, to be decided in consultation with the project team. Data collection (government data/records, field observation visits, CDM verifications, public expenditure reporting, GIS data, etc.) will be used to validate evidence of results and assessments (including but not limited to assessment of Theory of Change, activities delivery, and results/changes occurred).

The specific design and methodology for the IE should emerge from consultations between the IE team and the above-mentioned parties regarding what is appropriate and feasible for meeting the IE purpose and objectives and answering the evaluation questions, given limitations of budget, time and data. The IE team must, however, 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 IE report.

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

The final methodological approach including interview schedule, field visits and data to be used in the IE must be clearly outlined in the Inception Report and be fully discussed and agreed between UNDP, stakeholders and the IE team.

The final Interim Evaluation report should describe the full evaluation approach taken and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the assessment. The final report must also describe any limitations encountered by the Interim Evaluation team during the evaluation process, including limitations of the methodology, data collection methods, and any potential influence of limitation on how findings may be interpreted, and conclusions drawn. Limitations include, among others: language barriers, inaccessible project sites, issues with access to data or verification of data sources, issues with availability of interviewees, methodological limitations to collecting more extensive or more representative qualitative or quantitative evaluation data, deviations from planned data collection and analysis set out in the ToR and Inception Report, etc. Efforts made to mitigate the limitations should also be included in the Interim Evaluation report.

5. DETAILED SCOPE OF THE INTERIM EVALUATION

The Interim Evaluation team will assess the following categories of project progress. The following questions are intended to guide the Interim Evaluation team to deliver credible and trusted evaluations that provide assessment of progress and results achieved in relationship to the GCF investment, can identify learning and areas where restructuring or changes through adaptive management in project implementation are needed, and can make evidence-based clear and focused recommendations that may be required for enhancing project implementation to deliver expected results and to what extent these can be verified and attributed to GCF investment.

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 (or of participating countries in the case of multi-country projects)?
- Review decision-making processes: were perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process, taken into account during project design processes?
- Review the extent to which relevant gender issues were raised in the project design. See Annex 9 of *Guidance for Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* for further guidelines.
- If there are major areas of concern, recommend areas for improvement.

Results Framework/Logframe and Theory of Change:

- Undertake a critical analysis of the project's logframe indicators and targets, assess how "SMART" the midterm and end-of-project targets are (Specific, Measurable, Attainable, Relevant, Time-bound), and suggest specific amendments/revisions to the targets and indicators as necessary.
- Are the project's objectives and outcomes or components clear, practical, and feasible within its timeframe?
- Examine if progress so far has led to or could in the future catalyse beneficial development effects (i.e., income generation, gender equality and women's empowerment, improved governance, etc.) that should be included in the project results framework and monitored on an annual basis.
- Ensure broader development and gender aspects of the project are being monitored effectively. Develop and recommend SMART "development" indicators, including sex-disaggregated indicators and indicators that capture development benefits.
- Ensure that the indicators (gender-disaggregated) are SMART, aligned with GCF/Results Management Framework (RMF)/Performance Measurement Frameworks (PMFs) and the guidance in the GCF programming manual.
- Evaluate the Theory of Change (ToC) proposed by the project during the inception and design phases in comparison to the approach, relevance, actions, interventions, practicality, and current context. Foresee the way forward and propose necessary adjustments.

ii. Relevance, Effectiveness and Efficiency

- Was the context, problem, needs and priorities well analyzed and reviewed during project initiation?
- Are the planned project objectives and outcomes relevant and realistic to the situation on the ground?
- Do outputs link to intended outcomes which link to broader paradigm shift objectives of the project?
- Are the outputs being achieved in a timely manner? Is this achievement supportive of the ToC and pathways identified?
- How is the project Theory of Change (ToC) used in helping the project achieve results/How is the ToC applied through the project?
- Are the project Theory of Change (ToC) and intervention logic coherent and realistic? Does the ToC and intervention logic hold, or does it need to be adjusted? Reconstruct the ToC, if appropriate, aligning it with the GCF ToC format.
- Verify the mitigation impact that the project has achieved. Analyze the GHG emissions achieved (including indirect emissions). Has an appropriate MRV system for GHG emission been established and implemented? Do outputs link to intended outcomes which link to broader paradigm shift objectives of the project?
- Are the planned inputs and strategies identified realistic, appropriate and adequate to achieve the results? Were they sequenced sufficiently to efficiently deliver the expected results?
- What and how much progress has been made towards achieving the overall outputs and outcomes of the project (including contributing factors and constraints)?
- To what extent is the project able to demonstrate changes against the baseline (assessment in approved Funding Proposal) for the GCF investment criteria (including contributing factors and constraints)?

- How realistic are the risks and assumptions of the project?
- How did the project deal with issues and risks in implementation?
- To what extent did the project's M&E data and mechanism(s) contribute to achieving project results?
- Are the project's governance mechanisms functioning efficiently?
- To what extent did the design of the project help or hinder achieving its own goals?
- Were there clear baselines indicators and/or benchmark for performance measurements? How were these used in project management? To what extent and how the project applies adaptive management?
- What, if any, alternative strategies would have been more effective in achieving the project objectives?

iii. Progress Towards Results

Progress Towards Outcomes and Outputs Analysis:

- By reviewing the aspects of the project that have already been successful, identify ways in which the project can further expand these benefits.
- Assess the logframe indicators against progress made towards the end-of-project targets using the Progress Towards Results Matrix and colour code progress in a "traffic light system" based on the level of progress achieved; assign a rating on progress for each indicator; make recommendations from the areas marked as "Not on target to be achieved" (red).

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

Project Strategy	Indicator[21]	Baseline Level[22]	Level on 1st APR (self-reported)	Midterm Target[23]	End-of-project Target	Midterm Level & Assessment[24]	Achievement Rating[25]	Analysis: status of indicators; justification for rating (triangulated with evidence and data); how realistic it is for targets to be achieved
Fund-Level Impact:	Indicator:							
Outcome 1:	Indicator:							
	Indicator:							
Output	Indicator:							
Output	Indicator:							
Outcome 2:	Indicator:							
	Indicator:							
Output	Indicator:							
Output	Indicator:							

[21] Populate with data from the Logframe and scorecards.
[22] Populate with data from the Project Document
[23] If available
[24] Colour code this column only
[25] Use the 6-point Progress Towards Results Rating Scale: HS, S, MS, MU, U, HU

Etc.								

In addition to the progress towards outcomes and outputs analysis:

- Assess whether the total number of beneficiaries and indirect beneficiaries of the project has been properly calculated.
- 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.
- Include a comprehensive assessment of the impact of COVID-19 on different aspects of project implementation. Assess the impact on results delivery, overall funded activity performance along with a plan of action to address these.

iv. Project Implementation and Adaptive Management

Management Arrangements:

- Review overall effectiveness of project management as outlined in the FAA/Funding proposal. Have changes been made and have these been approved by GCF? 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 UNDP and recommend areas for improvement.

Work Planning:

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

Financing and Co-financing:

- Consider the financial management of the project, with specific reference to the cost effectiveness of interventions.
- Review the changes to fund allocations as a result of budget revisions and assess the appropriateness and relevance of such revisions.
- Have project resources been utilized in the most economical, effective and equitable ways possible (considering value for money; absorption rate; commitments versus disbursements and projected commitments; co-financing; etc.)?
- 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?
- Assess factors that contributed to low/high expenditure rate and impact on the project.
- Informed by the co-financing monitoring table to be filled out, provide commentary on co-financing: Is co-financing being used strategically to help the objectives of the project? Comment on the use of different financial streams (parallel, leveraged, mobilized finance), as applicable in

the context of the project—see GCF policy on co-finance[26]. Discuss whether co-finance-related conditions and covenants, as listed in the FAA, have been fulfilled, as applicable.

- Conduct an analysis of materialized co-financing and implications for project scope and results. If co-finance is not materializing as planned (timing and/or amount), assess mitigation measures, and discuss the impact of that on the project and results on the ground.

Coherence in climate finance delivery with other multilateral entities

- Who are the partners of the project and how strategic are they in terms of capacities and commitment?
- Is there coherence and complementarity by the project with other actors for local other climate change interventions?
- To what extent has the project complimented other ongoing local level initiatives (by stakeholders, donors, governments) on climate change adaptation or mitigation efforts?
- How has the project contributed to achieving stronger and more coherent integration of shift to low emission sustainable development pathways and/or increased climate resilient sustainable development (GCF RMF/PMF Paradigm Shift objectives)? Please provide concrete examples and make specific suggestions on how to enhance these roles going forward.

Project-level Monitoring and Evaluation Systems:

- Review the monitoring tools currently being used: Do they provide the necessary information? Do they involve key partners? 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?
- Discuss any quality assuring mechanisms being used (e.g., ISO standard, government accreditations, international certificates, etc.)
- Is project reporting and information generated by the project linked to national SDGs, NDC and other national reporting systems?
- Examine the financial management of the project monitoring and evaluation budget. Are sufficient resources being allocated to monitoring and evaluation? Are these resources being allocated effectively?

Stakeholder Engagement:

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

[26] https://www.greenclimate.fund/sites/default/files/document/policy-cofinancing.pdf

Social and Environmental Standards (Safeguards)

- Validate the risks identified in the project's most current SESP/ESIA, and those risks' ratings; are any revisions needed?
- Summarize and assess the revisions made since Board Approval (if any) to:
  - The project's overall safeguards risk categorization.
  - The identified types of risks[27] (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 the Funding Proposal stage (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 it 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 GCF reporting requirements (i.e., how have they addressed poorly rated APRs, if applicable?)
- Assess how lessons derived from the adaptive management process have been documented, shared with key partners and internalized by partners.
- Assess the efficiency, timeliness, and adequacy of reporting requirements.

Communications:

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

v. Sustainability

- Validate whether the risks identified in the FAA and funding proposal, APRs and the ATLAS Risk Management Module are the most important and whether the risk ratings applied are appropriate and up to date. If not, explain why.

[27] 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.

- In addition, assess the following risks to sustainability:

Financial risks to sustainability:

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

Environmental risks to sustainability:

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

vi. Country Ownership

- To what extent is the project aligned with national development plans, national plans of action on climate change, or sub-national policy as well as projects and priorities of the national partners?
- How well is country ownership reflected in the project governance, coordination and consultation mechanisms or other consultations?
- To what extent are country-level systems for project management or M&E utilized in the project?
- Is the project, as implemented, responsive to local challenges and relevant/appropriate/strategic in relation to SDG indicators, national indicators, GCF RMF/PMF indicators, AE indicators, or other goals?
- Were the modes of deliveries of the outputs appropriate to build essential/necessary capacities, promote national ownership and ensure sustainability of the result achieved?

vii. Gender equity

- Does the project only rely on sex-disaggregated data per population statistics?
- Are financial resources/project activities explicitly allocated to enable women to benefit from project interventions?
- Does the project account in activities and planning for local gender dynamics and how project interventions affect women as beneficiaries?
- Do women as beneficiaries know their rights and/or benefits from project activities/interventions?
- How do the results for women compare to those for men?

- Is the decision-making process transparent and inclusive of both women and men?
- To what extent are female stakeholders or beneficiaries satisfied with the project gender equality results?
- Did the project sufficiently address cross-cutting issues including gender?
- How does the project incorporate gender in its governance or staffing?

viii. Innovativeness in results areas

- What are the lessons learned to enrich learning and knowledge generation in terms of how the project played in the provision of "thought leadership," "innovation," or "unlocked additional climate finance" for climate change adaptation/mitigation in the project and country context? Please provide concrete examples and make specific suggestions on how to enhance these roles going forward.

ix. Unexpected results, both positive and negative

- What has been the project's ability to adapt and evolve based on continuous lessons learned and the changing development landscape? Please account for factors both within the AE/EE and external.
- Can any unintended or unexpected positive or negative effects be observed as a consequence of the project's interventions?
- What factors have contributed to the unintended outcomes, outputs, activities, results?
- Do any of the unintended results constitute a major change?[28]

x. Replication and Scalability

- Assess the effectiveness of exit strategies and approaches to phase out assistance provided by the project including contributing factors and constraints? Is there a need for recalibration?
- What factors of the project achievements are contingent on specific local context or enabling environment factors?
- Are the actions and results from project interventions likely to be sustained, ideally through ownership by the local partners and stakeholders?
- What are the key factors that will require attention in order to improve prospects of sustainability, scalability or replication of project outcomes/outputs/results?

Conclusions, Recommendations and Lessons Learned

The Interim Evaluation team will include a section of the report setting out the evaluation's evidence-based conclusions, in light of the findings. Explain whether the project will be able to achieve planned development objective and outcomes by the end of implementation.

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.

The Interim Evaluation team should make no more than 10 recommendations total.

The Interim Evaluation will also include a separate section with a concise and logically articulated set of lessons learned (new knowledge gained from the project, context, outcomes, even evaluation

[28] See Section '9.4 Major Changes and Restructuring' in the GCF Programming Manual

methods; failures/lost opportunities to date, what might have been done better or differently, etc.). Lessons should be based on specific evidence presented in the report and can be used to inform design, adapt and change plans and actions, as appropriate, and plan for scaling up.

The Interim Evaluation report's findings, conclusions, recommendations and lessons learned need to consider gender equality and women's empowerment and other cross-cutting issues.

Ratings

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

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

Measure	Interim Evaluation Rating[29]	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

29 Ratings for Objective/Outcome Achievement and Project Implementation & Adaptive Management: 6 = Highly Satisfactory (HS): exceeds expectations and/or no shortcomings; 5 = Satisfactory (S): meets expectations and/or no or minor shortcomings; 4 = Moderately Satisfactory (MS): more or less meets expectations and/or some shortcomings; 3 = Moderately Unsatisfactory (MU): somewhat below expectations and/or significant shortcomings; 2 = Unsatisfactory (U): substantially below expectations and/or major shortcomings; 1 = Highly Unsatisfactory (HU): severe shortcomings, Unable to Assess (U/A): available information does not allow an assessment

Ratings for Sustainability: 4 = Likely (L): negligible risks to sustainability; 3 = Moderately Likely (ML): moderate risks to sustainability; 2 = Moderately Unlikely (MU): significant risks to sustainability; 1 = Unlikely (U): severe risks to sustainability; Unable to Assess (U/A): Unable to assess the expected incidence and magnitude of risks to sustainability

The total duration of the Interim Evaluation will be approximately *(#)* working days over a time period of *(#)* of weeks. The tentative Interim Evaluation timeframe is as follows:

ACTIVITY	NUMBER OF WORKING DAYS	COMPLETION DATE
I. Desk review and Inception Report		
Document review and preparation of Interim Evaluation (IE) Inception Report; Submission of IE Inception Report (Inception Report due no later than 2 weeks before the evaluation mission)	*3 days (recommended: 2–4 days)*	*(3rd June)*
II. Mission and Data Collection		
IE mission: stakeholder meetings, interviews, field visits	*10 days (recommended: 7–15 days)*	*(13th)*
Presentation of initial findings—last day of the Interim Evaluation mission	*1 day*	*(date)*
III. Report Writing		
Preparation and submission of Draft IE Report #1 *(at least 6 ½ weeks before final report due date)*	*# days (recommended: 5–10 days)*	*(date)*
Incorporation of comments on Draft IE Report #1; Preparation and submission of Draft IE Report #2 *(at least 5 ½ weeks before final report due date. Draft #2 will be shared with the GCF Secretariat for a 4-week review period. Please ensure that the timeline incorporates this review period. Comments from other stakeholders will be collected in parallel)*	*# days (recommended: 5 days)*	*(date)*
Incorporation of comments from Draft IE Report #2 and Finalization of IE report + completed audit trail from feedback on draft report *(note: accommodate time delay in dates for circulation and review of the draft report)*	*# days (recommended: 3–4 days)*	*(date)*

7. INTERIM EVALUATION DELIVERABLES

#	Deliverable	Description	Timing & Due Date	Responsibilities
1	**Interim Evaluation (IE) Inception Report**	Proposed evaluation methodology, work plan and structure of the	No later than 2 weeks before the evaluation mission	Interim Evaluation team submits to the Commissioning Unit

		Interim Evaluation report, and options for site visits	(Due date)	and project management
2	**Presentation**	Initial Findings	End of evaluation mission (Due date)	Interim Evaluation Team presents to project management and the Commissioning Unit
3	**Draft IE Report #1**	Full report (using guidelines on content outlined in Annex B) with annexes	Within 3 weeks of the evaluation mission (Due date)	Interim Evaluation Team sends draft to the Commissioning Unit, reviewed by RTA, Project Coordinating Unit, NDA focal point
4	**Draft IE Report #2**	Full report (using guidelines on content outlined in Annex B) with annexes		Interim Evaluation Team sends draft to the Commissioning Unit, reviewed by RTA, Project Coordinating Unit, NDA focal point
5	**Final Interim Evaluation Report* + Audit Trail**	Revised report with audit trail detailing how all received comments have (and have not) been addressed in the final report	Within 1 week of receiving UNDP comments on draft (Due date)	Interim Evaluation Team sends final report Commissioning Unit
6	**Concluding Stakeholder Workshop** (optional; strongly encouraged)	Meeting to present and discuss key findings and recommendations of the evaluation report, and key actions in response to the report.	Within 1–2 weeks of completion of final Interim Evaluation report (Due date)	Led by Interim Evaluation team or Project Team and Commissioning Unit

*The final Interim Evaluation 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.

8. INTERIM EVALUATION ARRANGEMENTS

The principal responsibility for managing this IE resides with the Monitoring & Evaluation Focal Point of the Commissioning Unit. The Commissioning Unit for this project's IE is *(insert appropriate UNDP office). (In the case of single-country projects, the Commissioning Unit is the UNDP Country Office. In the case of regional projects and jointly-implemented projects, typically the principal responsibility for managing this Interim Evaluation resides with the country or agency or regional coordination body—please confirm with the UNDP team in the region. For global projects, the Commissioning Unit is usually the UNDP Nature, Climate and Energy Directorate, a UNDP Regional Hub or the lead UNDP Country Office.)* During this assignment, the Interim Evaluation team will report to the *XXX* in the Commissioning Unit who will provide guidance and ensure satisfactory completion of deliverables. (*NOTE: The M&E Focal Point of the Commissioning Unit manages the IE. If there is no M&E Focal Point then senior management must appoint someone, not involved in managing the project being evaluated, to manage this IE).*

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

9. TEAM COMPOSITION

A team of *one/two independent consultants* will conduct the IE—one team leader (with experience and exposure to projects and evaluations in other regions globally) and one team expert, usually from the country of the project and/or with expertise in a relevant area. (For example, projects with mitigation themes may wish to consider a GHG emission reduction expert to verify the mitigation impact that the project has achieved) The consultants 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 consultants will be aimed at maximizing the overall "team" qualities in the following areas: *(give a weight to all these qualifications so applicants know what the max number of points is they can earn for the technical evaluation; edit criteria, as needed; create separate lists, as needed, if there will be two independent consultants with different required experience)*

Education

- A master's degree in *Hydraulic*, or other closely related field.

Work Experience

- Recent experience with result-based management evaluation methodologies.
- Experience applying SMART indicators and reconstructing or validating baseline scenarios.
- Competence in adaptive management, as applied to (*fill in Focal Area*).
- Experience working in (*region of the project*).
- Work experience in relevant technical areas for at least 10 years.
- Demonstrated understanding of issues related to gender and (*fill in Focal Area*); experience in gender-sensitive evaluation and analysis.
- Excellent communication skills.
- Demonstrable analytical skills.
- Project evaluation/review experiences within United Nations system will be considered an asset.

Language

- Fluency in written and spoken English.

10.EVALUATOR ETHICS

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

11.PAYMENT MODALITIES AND SPECIFICATIONS

20% upon satisfactory delivery and approval of the final Interim Evaluation Inception Report
50% upon satisfactory delivery of the first draft Interim Evaluation report
30% upon satisfactory delivery and approval of the final Interim Evaluation report by the Commissioning Unit, UNDP Nature, Climate and Energy (NCE) Regional Technical Advisor and UNDP NCE Principal Technical Advisor +submission of completed Audit Trail

Criteria for issuing the final payment of 30%[30]:

i) The final IE report includes all requirements outlined in the IE TOR and is in accordance with the IE guidance.
ii) The final IE report is clearly written, logically organized, and is specific for this project (i.e., text has not been cut & pasted from other IE reports).
iii) The Audit Trail includes responses to and justification for each comment listed.
iv) RTA approvals are via signatures on the TE Report Clearance Form)

12.APPLICATION PROCESS[31]

(Commissioning Unit to adjust this section, as appropriate)

Recommended Presentation of Proposal:

[30] The Commissioning Unit is obligated to issue payments to the IE team as soon as the terms under the ToR are fulfilled. If there is an ongoing discussion regarding the quality and completeness of the final deliverables that cannot be resolved between the Commissioning Unit and the IE team, the Regional M&E Advisor and Vertical Fund Directorate will be consulted. If needed, the Commissioning Unit's senior management, Procurement Services Unit and Legal Support Office will be notified as well so that a decision can be made about whether to withhold payment of any amounts that may be due to the evaluator(s), suspend or terminate the contract and/or remove the individual contractor from any applicable rosters. See the UNDP Individual Contract Policy for further details: https://popp.undp.org/_layouts/15/WopiFrame.aspx?sourcedoc=/UNDP_POPP_DOCUMENT_LIBRARY/Public/PSU_Individual%20Contract_Individual%20Contract%20Policy.docx&action=default

[31] Engagement of the consultants should be done in line with guidelines for hiring consultants in the POPP: https://info.undp.org/global/popp/Pages/default.aspx

a) **Letter of Confirmation of Interest and Availability** using the template[32] provided by UNDP;
b) **CV** and a **Personal History Form** (P11 form[33]);
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 tickets, 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 to the address (fill address) in a sealed envelope indicating the following reference "Consultant for (*project title*) Midterm Review" or by email at the following address ONLY: (fill email) by ***(time and date).*** Incomplete applications will be excluded from further consideration.

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

[32] https://intranet.undp.org/unit/bom/pso/Support%20documents%20on%20IC%20Guidelines/Template%20for%20Confirmation%20of%20Interest%20and%20Submission%20of%20Financial%20Proposal.docx
[33] http://www.undp.org/content/dam/undp/library/corporate/Careers/P11_Personal_history_form.doc

Annex 2—Interim Evaluation matrix

	Key evaluation criteria and questions	Explanation	Sources of information	Key Informants	Data methods
1. Relevance, Coherence and Comprehensiveness of Project Strategy					
1.1 Relevance, coherence and comprehensiveness of the Project Strategy					
	Analysis of the Theory of Change	An analysis of the ToC and the objectives, indicators, baselines, targets, as well as the underlying assumptions and risks. Particular attention will be paid to the realization of the project's initial assumptions or if any assumptions were mis-represented, under represented, or omitted.	Project document, ToC, results framework, APR, risk management plans , interviews with project team (AE, EE).	Accredited Entity, Executing Entity	Analysis against best practice in developing Theory of Change, including GCF and UNDP guidance.
	Extent the project design and its various elements accurately trace the impact pathways	An analysis of 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?	Project document, ToC, results framework, APR, risk management plans , interviews with project team (AE, EE).	Accredited Entity, Executing Entity	Analysis against best practice in developing Theory of Change, including GCF and UNDP guidance.
	Extent to which objectives, results, indicators and targets are SMART, clear, practical and achievable within the project timeframe.	This critical analysis of the project's results framework will provide insight into the relevance and robustness of the project's results framework and M&E system.	Project document, ToC, results framework, APR, risk management plans , interviews with project team (AE, EE).	Accredited Entity, Executing Entity	Analysis against best practice in developing Results Frameworks, including GCF and UNDP guidance.
1.2 Are gender issues sufficiently integrated into the results framework?					
	Extent to which the framework and its benefits are formulated in terms of gender mainstreaming in planning at national or regional levels	This indicator will take into account the extent to which gender-specific approaches, methods or tools have been integrated into the implementation and planning of initiatives. Particular attention will be paid to the quality and relevance of the project's Gender Action Plan at design stage	Monitoring and evaluation framework, annual reports, national reports and progress reports, Gender Action Plan	Accredited Entity, Executing Entity, Women Beneficiaries	Analysis and comparison against best practice standards
1.3 Are the project design and expected results in line with national and international environmental and water management priorities and policies, as well as with GCF strategic priorities and objectives?					
	Extent to which the project is consistent with national and international policy priorities related to environment, water management and the SDGs	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?	National policy frameworks, legal texts, UNDP country programming framework, GCF policy documents, interviews,	National Government Stakeholders, AE, EE	Text analysis of national policy documents and frameworks, interviews

	Alignment with the strategic priorities and objectives of the UNDP, GCF	Review and analysis of the project's overall relevance to the stated policy priorities of the GCF and the UNDP as AE	GCF IRMF, strategic frameworks and sector guides, UNDP policy documents and work programs, Comoros policies.	Accredited Entity, Executing Entity	Text analysis of national policy documents and frameworks, interviews
	Evidence of country ownership	Analysis of policy convergence (in theory and in fact), alignment of project design and implementation with national and island policies	National policy frameworks, legal texts, UNDP country programming framework, GCF policy documents, interviews,	National Government Stakeholders, AE, EE	Text analysis of national policy documents and frameworks, interviews
	Degree to which the GCF project is complementary to other climate finance initiatives	Assessment of how GCF financing is additional and able to amplify other investments or de-risk and crowd-in further climate investment.	Other ongoing projects and programmes, interviews	National Government Stakeholders, AE, EE	Desk-based analysis of projects and interviews
2. Effectiveness and Efficiency					
2.1 What results has the project achieved overall since its inception?					
	Activities implemented, deliverables and progress against output-level targets	Description of activities implemented under each component. This will include an assessment of progress made towards the end-of-project targets using the Progress Towards Results Matrix and colour code ("traffic light system")	Monitoring and evaluation system, annual reports, APR, interviews, field visits and stakeholder consultations	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Comparison of workplans with actual deliverables. Calculation of rates is based on counting of deliverables and sub-deliverables as well as analysis of intended scope and quality of output.
	Progress towards outcomes	Analysis of the results achieved in relation to the expected outcomes	Monitoring and evaluation system, annual reports, APR, interviews, field visits and stakeholder consultations	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Comparison of workplans with actual results. Calculation of rates is based on counting of deliverables and sub-deliverables as well as analysis of intended scope and quality of work.
	Assess whether the total number of beneficiaries and indirect beneficiaries of the project and any co-benefits have been properly calculated.	An examination of the rate of progress and adequacy of tracking procedures for the adaptation benefits intended by the project, including number of beneficiaries and disaggregation by gender/age/vulnerable group	Monitoring and evaluation system, annual reports, APR, interviews, field visits and stakeholder consultations	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Calculations using localized data based on assumptions documented by the project team (coverage of each work), compilation of project participant lists.
	Evidence of unexpected results (positive or negative)	Any unexpected results will be reported here.	Documents, studies, reports, M&E system, APR, interviews, field visits and stakeholder consultations, social	Accredited Entity, Executing Entity, Project Beneficiaries, Government	Outcome harvesting and interviews. Qualitative assessment.

			safeguards documents, gender action plan, stakeholder engagement plan	Stakeholders, Project partners	
	Assessment of gender equity and social inclusion results to date	Results against the gender action plan and social safeguards objectives and targets will be reported here	Documents, studies, reports, M&E system, APR, interviews, field visits and stakeholder consultations, social safeguards documents, gender action plan, stakeholder engagement plan	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Outcome harvesting and interviews. Qualitative assessment. Calculations based on data provided in the project dashboard (proportion of women). Manual counting for inclusion of women into project steering committee and lists.
2.2 What were the success factors, challenges or other factors influencing performance?					
	Constraints and limiting factors encountered in the implementation of the work program by the responsible partners and deviations from the objectives of annual work plans, activity plans and meetings.	This analysis will take into account all constraints and limiting factors during the applicable period. We will include a comprehensive assessment of the impact of COVID-19 on different aspects of project implementation. Assess the impact on results delivery, overall funded activity performance along with a plan of action to address these.	Stakeholder interviews, site visits, project documents and reports, M&E systems, APR	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis
	How did the project deal with issues and risks in implementation?	This will include an analysis of adaptive management practices, implementation of risk management plans and decision-making processes relevant to project performance	Stakeholder interviews, site visits, project documents and reports, M&E systems, APR	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis
	Assessment of impact of COVID-19 on project implementation	The IE will also consider any impacts related to the pandemic on effectiveness and efficiency of project delivery.	Stakeholder interviews, site visits, project documents and reports, M&E systems, APR	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis
2.3 How has the project converted inputs (funds, personnel, expertise and time) to achieve results as quickly and cost-effectively as possible?					
	Extent to which implementation strategies maximized cost savings and/or results	This analysis will examine other avenues of intervention and compare the level of results achieved with the level of resources spent. The analysis can also be compared with similar initiatives to gain a better understanding.	Financial reports, project documents, APR, interviews.	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Comparison of planned vs actual expenditures by activity.
	Extent to which other approaches were considered before selecting a single approach	Analysis of past and present approaches to corroborate different results; What, if any, alternative strategies would have been more effective in achieving the project objectives?	interviews, internal document analysis, APR	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.

	Assessment of Innovation (KEQ 1)	The IE will seek to identify evidence of innovation either in the local context or otherwise, whether related to the technical outputs of the project, the mode of delivery or the internal processes of the project. What are the lessons learned to enrich learning and knowledge generation in terms of how the project played in the provision of "thought leadership," "innovation," or "unlocked additional climate finance" for climate change adaptation/mitigation in the project and country context? Please provide concrete examples and make specific suggestions on how to enhance these roles going forward.	Interviews, site visits, APR, , results frameworks, project design documents	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.
3. Review of Project Implementation and Adaptive Management					
3.1 How effective is the overall management and coordination of the project?					
	Efficiency of coordination processes	The indicator will take into account the roles and responsibilities of key partners (including other projects), and how they have used their comparative advantages to achieve results. The indicator will also take into account the level of management expenditure and the speed of processes and procedures.	Interviews, APR, project reports	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.
	Extent to which the project management and governance system is conducive to achieving results.	This will review the overall effectiveness of project management as outlined in the FAA/Funding proposal. We will highlight any changes that were made; clarity of responsibilities and reporting line; Transparency of decision-making; quality of backstopping, technical support and operational support provided by UNDP	FAA, UNDP Prodoc, Interviews, Site visits. PSC Meeting notes	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.
	Effectiveness of the communication strategy to ensure high levels of visibility and relevance	This will enable us to assess the extent to which partners, products and initiatives have been given the right profile and visibility.	Communication documents, meeting notes and summaries, publications, interviews, site visits	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.
3.2 Extent to which the project's financial management and financing package is adequate					
	Adequacy, transparency and conformity of financial management	The IE will consider the financial management of the project, with specific reference to the cost-effectiveness of interventions. The IE will also Review any changes to fund allocations as a result of budget revisions and assess the appropriateness and relevance of such revisions.	Financial reports, interviews	Accredited Entity, Executing Entity	Comparison with accounting and execution standards per UNDP and GCF agreed modality.

	Extent to which the cofinancing has materialized and analysis of successes and challenges	The IE will review the extent to which cofinancing plans were achieved and what, if any, successes, challenges and opportunities arise.	Financial Report, cofinancing reports, interviews	Accredited Entity, Executing Entity	Comparison of funds disbursed by cofinancing partners and expenditures; comparison of planned vs effected cofinancing.
3.3 Efficiency of the project's planning and preparedness systems					
	Analysis of operational mechanisms, including procurement, tendering, recruitment, payments and financial checks and balances for appropriateness and timeliness of reporting	Analysis of transparency, adequacy and timeliness of operational procedures	Procedural documents, manuals, Calls for tender, operational documents, financial and audit reports, interviews	Accredited Entity, Executing Entity	Analysis of sample tender calls and procurements. (1 of each type)
	Review of work planning and timeliness and other factors contributing to success or challenges of project	Review any delays in project start-up and implementation, identify the causes and examine if they have been resolved. Are work-planning processes results-based? If not, suggest ways to re-orientate work planning to focus on results? Examine the use of the project's results framework/ logframe as a management tool and review any changes made to it since project start.	APR, Annual Workplans and Budgets, interviews, Results Framework, PSC meeting notes and site visits	Accredited Entity, Executing Entity	Qualitative assessment and analysis.
3.3 How effective is the project monitoring system?					
	Effectiveness and efficiency of the M&E system as a mechanism for adaptive management, learning and planning	This analysis will seek to determine the quality of M&E to monitor progress, in conjunction with the analysis of the adequacy of the project design.	M&E framework, M&E reports, M&E expenditure reports, results statements and annual reports	Accredited Entity, Executing Entity	Qualitative assessment and analysis.
	Adequacy of reporting processes, mechanisms and procedures	Assess how adaptive management changes have been reported by the project management and shared with the Project Board. Assess how well the Project Team and partners undertake and fulfil GCF reporting requirements. Assess the efficiency, timeliness, and adequacy of reporting requirements	M&E framework, M&E reports, M&E expenditure reports, results statements and annual reports	Accredited Entity, Executing Entity	Qualitative assessment and analysis.
3.4 Is the level and quality of stakeholder engagement and participation adequate to meet the project's objectives?					
	Has the project developed and leveraged the necessary and appropriate partnerships with direct and	This will review the adequacy and completeness of stakeholder engagement plans, including plans for inclusion of vulnerable and/or traditionally excluded groups	Communication strategy, stakeholder engagement plan, Gender and Social inclusion plans, project reports, interviews	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.

	tangential stakeholders?				
	Nature and appropriateness of participatory processes	This review will focus on the nature, completeness and supportiveness of participatory processes, focusing on both local communities and decentralized government entities	Communication strategy, stakeholder engagement plan, Gender and Social inclusion plans, project reports, interviews	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.
	Application of grievance mechanism	The review will consider the appropriateness of the grievance and complaints mechanism and raise any issues arising	grievance mechanism and redress; complaints and registry documents as relevant	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.
	Level of country ownership	The extent to which the project fits with the country priorities and the extent to which government demonstrates commitment, engagement and active participation in project objectives, activities	PSC meeting notes, interviews, project design documents	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.
3.5 Progress made in the implementation of the project's social and environmental safeguards management					
	Was the implementation of the social and environmental safeguards adequately planned and executed, and were any revisions made?	Analysis of the implementation of SESP submitted at the Funding Proposal stage (and prepared during implementation, if any), including any revisions to those measures. The review will validate the risks identified in the most recent SESP/ESIA, summarize any revisions made and make any recommendations for improvement necessary	project Safeguards Annexes, Gender Action Plan, ESIA at screening, APR and interviews	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.
	Does the project sufficiently address cross cutting issues including gender?	Does the project only rely on sex-disaggregated data per population statistics?	Interviews, site visits	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Logframe analysis
		Are financial resources/project activities explicitly allocated to enable women to benefit from project interventions? Does the project account in activities and planning for local gender dynamics and how project interventions affect women as beneficiaries?		Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Comparison of actual budgets vs planned budgets in gender action plan.
		Do women as beneficiaries know their rights and/or benefits from project activities/interventions? How do the results for women compare to those for men? Is the decision-making process transparent and inclusive of both women and men? To what extent are female stakeholders or beneficiaries satisfied with the project gender equality results?		Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.

	KEQ3: What are the best practices emerging from implementation regarding the integration of GCF environmental and social standards, including best practice in terms of safeguards monitoring, social inclusion, and gender integration?	On the basis of evidence gathered in the questions above, the IE Will extract lessons learned and best practices from the implementation of the GCF related ESS saguaros.	project Safeguards Annexes, Gender Action Plan, ESIA at screening, APR and interviews	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.
4. Sustainability, Replication, Scalability					
5.1 Is the project likely to continue to have positive effects after completion? How effective is the exit strategy?					
	KEQ1: Considering progress to date, what are emerging best practices, or suggested innovations to sustainably improve the policy enabling environment and water governance?	On the basis of results achieved, the IE will assess the emerging lessons or recommend best practices to improve achievement of policy-related outcomes with the perspective of sustainability	Documents, studies, reports, M&E system, APR, interviews, field visits and stakeholder consultations, social safeguards documents,	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.
	Sustainability of financed activities	Based on the list of activities and the analysis of results, this indicator will take into account the sustainability of the activities financed, including from an institutional, technical and financial point of view.	APR, interviews	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.
	Likelihood of impact at completion and beyond	This will reconstruct the pathways between outputs, outcomes and impact, in line with the theory of change (as reconstructed, if relevance) and following the analysis of outcomes at mid-term. This analysis will focus on the likelihood of impact from an institutional, technical and environmental point of view.	Project documents, reports, results framework, analytical outputs, site visits and interviews	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.
	Analysis of risks to sustainability	What is the likelihood of financial and economic resources not being available once the GCF assistance ends? Analyse the perspective for financial sustainability, propose innovation or alternatives; assess any social, institutional, governance, political or other risks that may jeopardize sustainability of project outcomes;	Project documents, reports, results framework, analytical outputs, site visits and interviews	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.
	KEQ2: Has the project succeeded in developing a plan for long-term sustainability, upscaling and	On the basis of the analysis above, the IE will answer the Key Evaluation Question using both documentary evidence and outcome harvesting	Project documents, reports, results framework, analytical outputs, site visits and interviews	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.

	broader adoption; and if not, what are the key missing ingredients?				
5.2 Does the project have the potential to be scaled up and/or replicated?					
	Assess the effectiveness of exit strategies and approaches	The IE will analyse the current approaches to phase out GCF and UNDP assistance including contributing factors and constraints.	Project documents, reports, results framework, analytical outputs, site visits and interviews	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.
	Potential for scaling, broader adoption and replication.	What are the key factors that will require attention in order to improve prospects of sustainability, scalability or replication of project outcomes/outputs/results?	Project documents, reports, results framework, analytical outputs, site visits and interviews	Accredited Entity, Executing Entity, Project Beneficiaries, Government Stakeholders, Project partners	Qualitative assessment and analysis.

Annex 3—Questionnaire or Interview Guide used for data collection

Kindly note that these questions were originally formulated in French. Additional questions may also have been asked of project beneficiaries. Not all questions we asked of all participants.

1. In your opinion, was the project well-conceived? With hindsight, would you have included or excluded certain elements?
2. Were there any unexpected changes in circumstances that had an impact on the project but could have been anticipated?
3. To what extent was gender issues taken into account in the design of the project?
4. At mid-term, is the project still relevant to the country, your organization or your livelihood?
5. Describe one way in which this project contributes to the sustainable development of the country/your locality.
6. Has the project achieved its intended results so far and, if not, why not?
7. What were the unexpected results, surprises or lessons learned?
8. Has the project had an impact on social and gender inequalities to date? (If so, what? If not, why?)
9. How has the project adapted to changes?
10. Name one innovation brought about by this project
11. How effective was the project management from your point of view?
12. Are there any obstacles to your involvement in the implementation or management of the project?
13. How effective is the project's involvement with your organization/group/village?
14. Do you feel that your voice has been heard or that you have had an influence on the project?
15. How likely is it that the project will achieve its long-term objective?
16. How likely is it that the results of the project will be sustained beyond implementation, and what needs to be put in place to ensure this?

Annex 4—Mission Itinerary

Dates : 10 to 24 October 2023

Date	Time	Activity	Participants	Lieu
Tuesday 10/ 10		Arrival	Consultant	
Wed. 11/10	8h-45 9 h 30	Meeting with project team/establishing contact/reviewing mission programme	Consultant Project team	UNDP
	9 h 30-11 h 00	Visit to the Mdjoiezi borehole (Zone 3)	Consultant Beneficiaries	Zone 3
	14 h-15 h 00	Meeting with the University	Consultant	Université
	17 h	UNDP Management Briefing	Consultant Project team	PNUD
Thur 12/10	8 h-9 h 00	Meeting with DGEME	Consultant	DGEME
	9 h-17 h 00	Site visits and meetings with beneficiaries in N'Gazidja (Station Agro, 2 ecotanks at Diboini, 2 micro-basins, 1 ecotank (Zone 6) Meeting with Mberadjou farmers)	Consultant beneficiaries	Field
Friday 13/10	9 h-10 h 00	Meeting with SONEDE	Consultant SONEDE	SONEDE
	10h-17h00	- Site visit and meeting with beneficiaries in N'Gazidja (AEP Mboikou zone 4, Station, agro, weather)	Consultant beneficiaries	Field
Sat. 14/10	All day	Visit to the climate monitoring network and monitoring of water resources	Consultant SONEDE, ANACM	Field
Sunday 15/1 0	flight	to Anjouan	Consultant	

Date	Time	Activity	Participants	Lieu
Monday 16/ 10	8 h-10 h 00	Briefing project team, Governorate, DREF,	Consultant	Project office/Governorate/ DREF
	10 h 30-11 h 30	Meeting SONEDE Anjouan	Consultant	SONEDE
	12 h-13 h 30	Meeting with mayors	Consultant Mayors Anjouan	City Halls
	14 h 30-16 h 30	Visit to the catchment, treatment unit, reservoirs, current works and standpipes at Mutsamudou	Consultant beneficiaries	Field
Tue 17/10	8 h-17 h 00	- Ankibani (Zone 10, 2 catchments + treatment units, reservoirs) - Maoueni, Zone 10, Shironkamba, Sangani (catchment, decanter filter, reservoir)	Consultant beneficiaries	Field
Wed 18/10	8 h-17 h 00	Micro-basins et beneficiaries	Consultant beneficiaries	Field
Thur 19/10	Heure de départ-heure d'arrivé	Flight	Consultant	Field
	15 h 30-16 h 30	Meeting with the beneficiaries of the Fomboni micro-basins	Consultant beneficiaries	Field
	16 h 30-18 h 00	Meeting with the beneficiaries of the micro-basins in Mbatsé	Consultant beneficiaries	Field
Fri 20/10	8 h-9 h 00	Meeting with the Governor of the Autonomous Island of Moheli	Consultant	Governorate
	9 h 30-10 h 30	Meeting with mayors	Consultant	Fomboni
	10h-11h30	SONEDE	Consultant	SONEDE/Mohéli
	14 h-15 h 30	Sites Water mobilization, zone 14	Consultant	Field

Date	Time	Activity	Participants	Lieu
Sat 21/10		return to Moroni		
Mon 23/10	11 h-12 h 00	Meeting with the UNDP representative and his deputy	Consultant	PNUD
	12h-13h	Meeting with the DGEF	Consultant	DGEF
	15h-17h00	Meeting with ANACM	Consultant	ANACM
Tue 24/10	9 h à 10 h 30	Debriefing	Consultant	PNUD
	13 h	Departure from Moroni	Consultant	

Annex 5—List of people interviewed.

Nom et prénoms	Institution	Fonction	Contact
Soulé Hamidou	Université des Comores	Doyen de la faculté des sciences et techniques	333 7797
Maoulida Ali Milanaoindou	DGEME	Directeur Géneral	334 37 89
Elamine Youssouf	DGEF	Directeur Général	321 94 86
Faouziya Issa	Ménagère	Futur bénéficiaire du réseau de Chezani	
Goullam Soundi	SONEDE	Directeur Général	333 6345
Nakib Ali Soilihi	Commune de Chezani	Maire	32 41 12
Anissi Chamsidine	Gouvernorat de l'île Autonome d'Anjouan	Gouverneur	343 87 65
Farid	SONEDE Anjouan	Coordonnateur	332 7 68
Omar Adam	CGC	Ingénieur de Chantier	348 8 4
Mohamed Said Fazul	Gouvernorat Mohéli	Gouverneur	772 9 35
Sahalane Abdallah	Gouvernorat Mohéli	Chef de Cabinet :	332 63 24.
Juilliette Said Madi	Météo Mohéli	Directrice	332332 / 46 522
Koussoiy Adani Said	SONEDE Mohéli	Assistant du Directeur	3435888/ 466 74
Abdoul- Mohaimine Abdallah	Commune de Fomboni	Maire	34 728
Ahamada Ben Ahamada	Commune de Moilimdjini	Maire	3 949 899
Ibrahim Mchami	ANACM	DGA	332 51 37
Saifidine Mohibaca Baco	ANACM	Chargé de l'Agrométéorologie	3 426 493
Snehal Soneji	PNUD	Représentant résident	336 48
Vera Hakim	PNUD	DRR	3 599 967

Sitti Mohamed	PNUD	Chargée des questions genre	

MISSION D'EVALUATION A MI-PARCOURS DU PROJET ER2C le 20/12/2023

Objet : Rencontre avec le comité de suivi des travaux AEP, Moilimdjini Djoiézi zone 14

N°	Nom et Prénom	Sexe	Localité
1	AHAMADA BEN AHAMADA	M	Bandar-Salama
2	SAANDIA ABDOUL-KADER	F	Djoiezi
3	ASSANE SOIDRI HOULAM	M	Djoiezi
4	MOHAMED BOINA ALI	M	Djoiezi
5	ATTOUMANE BACAR	M	Djoiezi
6	MOHAMED AHAMADI	M	Djoiezi MRafeni

MISSION D'EVALUATION A MI-PARCOURS DU PROJET ER2C le 19/10/2023

Objet : Rencontre avec les bénéficiaires du micro-bassin de Fomboni zon 14

N°	Nom et Prénom	Sexe	Localité
01	Madi Said	Masculin	Fomboni Kanaleni
02	Anfidou Dine	Masculin	Fomboni Kanaleni
03	Safinati Said	Feminin	Fomboni Kanaleni
04	Soufou Attoumane	Masculin	Fomboni Kanaleni
05	Faycal Biamif Youssouf	Masculin	Fomboni EDEC
06	Olisseni Houmadi	Masculin	Fomboni Kanaleni
07	Faoulas Ben youssouf	Feminin	Fomboni Minadjini
08	Mama Ahmed	Feminin	Fomboni Kanaleni

MISSION D'EVALUATION A MI-PARCOURS DU PROJET ER2C le 19/12/2023

Objet : Rencontre avec les bénéficiaires de micro-bassin de Mbatsé zone 15

N°	Nom et Prénom	Sexe	Localité
1	Fourssiya Saïndou	F	Mbatsé
2	Kassoudou Ibrahim	F	Mbatsé
3	Arifati Ibrahim	F	Mbatsé
4	Chakila Hanifi	F	Mbatsé
5	Sawiya Bilali	F	Mbatsé
6	Fatima Abdallah	F	Mbatsé
7	Nouzoula Badirani	F	Mbatsé
8	Nouria Ali	F	Mbatsé
9	Nousrati Alamadal	F	Mbatsé
10	Siradjati Ali	F	Mbatse
11	Karima Saïndou	F	Mbatsé
12	Zaharia Soumaila	F	Mbatsé

13	Nema Hanifi	F	Mbatsé
14	Charifa Madi	F	Mbatsé
15	Nadhir Dokora	M	Mbatsé
16	Moinaecha Madi	F	Mbatsé
17	Lafidati Djanfari	F	Mbatsé
18	Oumrati Djanfari	F	Mbatsé
19	Houroumati Moursala	F	Mbatsé
20	Abdoul-Anziz	M	Mbatsé
21	Hayati Saïd	F	Mbatsé
22	Rafidati Youssouf	F	Mbatsé
23	Kalathoumia	F	Mbatsé
24	Oumoul hairi Chambani	F	Mbatsé
25	Abdou Mafani	M	Mbatsé
26	Houlianti Youssouf	F	Mbatsé
27	Samaoua Zakaria	F	MBatsé
28	Nadzamioun Madi	F	Mbatsé

29	Nadhamati Hamadi	F	Mbatsé
30	Anasséi Ali	M	Mbatsé
31	Nassuha chahidi	F	Mbatsé
32	Assiati Badjia	F	Mbatsé
33	Hamada Soulaimana	M	Mbatsé
34	chadia Abdoul.djabou	F	Mbatsé
35	Mariam Ali	F	Mbatsé
36	Soiouna Nathiri	F	Mbatsé
37	Rouzoukouna Abdou	F	Mbatsé
38	Hassana Mkangani	F	Mbatsé

MISSION D'EVALUATION A MI-PARCOURS DU PROJET ER2C le 12/10/2023

Objet : Rencontre avec les bénéficiaires de l'ecotank de Sangani

N°	Nom et Prénom	Sexe	Localité
1	Toiher Abdou	M	Diboini
2	Mariama Hamida	F	Diboini
3	Mbaza Ahmadi	F	Diboini
4	Aminata Ahamani	F	Diboini
5	Ichata mmadi	F	Diboini
6	Mariamou Mhamoda	F	Diboini
7	Mhamoda Mhamadou Dikola	M	Diboini
8	Yakoub Hamadi	M	Diboini
9	Said Ahmadi	M	Diboini
10	Ramadhani chef village	M	Batou
11	Youssouf Abdou	M	Diboini
12	Houssaine Ahamani	M	Diboini
13	Djamal Ahamani	M	Diboini

14	Mariamou Ahamada	F	Dibaini
15	Mama Moudir	F	Dibaini
16	Fatima Abdou Hassane	F	Dibaini
17	Papa Moudir	M	Dibaini
18	Mama Hichuma	F	Domoibaini
19	Machoukouli	M	Batou
20	Said Anroumani	M	Ngroumanilima

32 Hassane Ali	M	Maoueni
33 Puero Soefou	M	Maoueni
34 Zenaba Abdou	F	Maoueni
35 Velou Mssa	M	Helendje
36 Kamal Tachike	M	Helendjé
37 Said Mhoumini	M	Maoueni
38 Said Mmadi	M	Helendje
39 Aminata Said	F	Maoueni
40 Fatima mmadi	F	Mnoungou
41 Alimadi	M	Mnoungou
42 Abdallah role	M	Mnoungou
43 Nouwa Ali Said	F	Helendje
44 Mahamoud Moilime	M	Maoueni
45 Mohamed Boina	M	Mnoungou
46 Zenaba Abdou	F	Mnoungou
47 Mma Ridjali	F	Mnoungou
48 Bwent	F	
49 Maoulid Moueni	F	Mnoungou
50 Mhamadi Athoumane	M	Anjouan
51 Fatima Msaidie	F	Maoueni

14	Mariamou Ahamada	F	Diboini
15	Hama Moudir	F	Diboini
16	Fatima Abdou Hassane	F	Diboini
17	Papa Moudir	M	Diboini
18	Mama Hichma	F	Domoiboini
19	Machoukouli	M	Bratou
20	Said Anoumani	M	Ngroumanikima

MISSION D'EVALUATION A MI-PARCOURS DU PROJET ER2C le 12/10/2023

Objet : Rencontre avec les bénéficiaires de l'ecotank de Sangani

N°	Nom et Prénom	Sexe	Localité
1	Toihir Abdou	A	Diboini
2	Mariama Hamidou	F	Diboini
3	Mkaza Umadi	F	Diboini
4	Aminata Ansoumani	F	Diboini
5	Ichata mimadi	F	Diboini
6	Mariama Ahamada	F	Diboini
7	Ahamada Ahamadia Dikola	M	Diboini
8	Yakoub Hamadi	M	Diboini
9	Said Hmadi	M	Diboini
10	Ramadhoine Chef village	M	Batou
11	Youssouf Abdou	M	Diboini
12	Houssene Ansoumani	M	Diboini
13	Djamal Ansoumani	M	Diboini

13	Zalhata M'madi	F	Maoueni
14	Lidjara Moindjié	F	Maoueni
15	Mariata Mdoihoma	F	Mdjoiezi
16	Maria Mhoudine	F	Mdjoiezi
17	Ourango Ahamada	F	Helindje
18	Mkaya Hamdani	F	Helindjé
19	Ichata Soilihi	F	Anjouan
20	Zenaba Ali	F	Anjouan
21	Hadidja Hmadi	F	Anjouan
22	Moinourou Mougni	F	Maoueni
23	Rahiata Ali	F	Ipvembeni
24	Ichata Mdoihoma	F	Chezani
25	Soule Mdrikaou	M	Chezani
26	Zenaba Hamadi	F	Maoueni
27	Said Ahamada	M	Maoueni
28	Rouzouna Msaidié	F	Helindje
29	Ali Djambae	M	Helindje
30	Chamsoudine Hamidou	M	Helindje
31	Rafiou Abdou	M	Helindje

MISSION D'EVALUATION A MI-PARCOURS DU PROJET ER2C le 19/10/2023

Objet : Rencontre avec les bénéficiaires de l'ecotank de Mberadjou

N°	Nom et Prénom	Sexe	Localité
1	Ahamada Mradie	M	Maoueni
2	Mohamed Maadi	M	Maoueni
3	Nourdine Djae	M	Maoueni
4	Mhamadi Djoumoi	M	Maoueni
5	Mfaoume Haboudo	M	Moueni
6	Mbae Mdrihaou	M	Maoueni
7	Bakar Mradjou	M	Helendje
8	Sirag Said	M	Helendje
9	Mzembaba Ahamada	M	Helendje
10	OMAR BOINA	M	Helendje
11	Said Mmadi	M	Helendje
12	Hadidjat Hamada	F	Maoueni

13	Zalhata M'madi	F	Maoueni
14	Lidjara Moindjié	F	Maoueni
15	Mariata Mdoihoma	F	Mdjoiezi
16	Marie Mhoudine	F	Mdjoiezi
17	Durango Ahamada	F	Helindje
18	Mkaya Hamdani	F	Helindjé
19	Ichata Soilihi	F	Anjouan
20	Zenaba Ali	F	Anjouan
21	Hadidja Mmadi	F	Anjouan
22	Mainourou Mougni	F	Maoueni
23	Rabiata Ali	F	Ipvembeni
24	Ichata Mdoihoma	F	Chezani
25	Soule Mdrikaou	M	Chezani
26	Zenaba Hamadi	F	Maoueni
27	Said Ahamada	M	Maoueni
28	Rouzouna Mmaidié	F	Helindje
29	Ali Djambae	M	Helindje
30	Chamsoudine Hamidou	M	Helindje
31	Rafiou Abdou	M	Helindje

32	Hassane Ali	M	Maoueni
33	Piero Saefou	M	Maoueni
34	Zenaba Abdou	F	Maoueni
35	Velou Mssa	M	Helendje
36	Kamal Tachike	M	Helendjé
37	Said Mhoumini	M	Maoueni
38	Said Mmadi	M	Helendje
39	Aminata Said	F	Maoueni
40	Fatima mmadi	F	Mnoungou
41	Alimadi	M	Mnoungou
42	Abdullah role	M	Mnoungou
43	Nouwa Ali Said	F	Helendje
44	Mahamoud Moilime	M	Maoueni
45	Mohamed Boina	M	Mnoungou
46	Zenaba Abdou	F	Mnoungou
47	Mma Ridjali	F	Mnoungou
48	Bwent	F	
49	Mgoulid Mougni	F	Mnoungou
50	Mhamadi Athoumane	M	Anjouan
51	Fatima Mmadie	F	Maoueni

Annex 6—List of documents reviewed

- Annual project Reports 2020. 2021. 2022
- Audit report 2019, 2020, 2021
- HACT assessment reports
- Maps of watersheds, project sites, interventions
- Map of piezometric network
- Map of weather stations on three islands
- Summary of Project Results
- PSC meeting notes
- ESMF, ESMP for all project sites
- Feasibility Study, project document, funding proposal
- Inception report
- Annexes to the funding proposal
- Monitoring and Evaluation Plan
- Indicators Dashboard
- Gender Action Plan
- Multi-year and annual project and work plans
- List of activity participants
- Annual expenditure reports
- Risk log
- State of technical and financial completion of project activities
- Water Code
- Report on the establishment of IWM committees
- Regulations under the Water Code
- Video testimonials
- Grievances documents
- Note to File
- Action Plan on the development of the Executing Entity Capacity and Report on Action Plan implementation
- Studies, Reports, consultancy reports, technical documents under all outputs

Annex 7—Signed UNEG Form

ToR ANNEX D: UNEG Code of Conduct for Evaluators/Interim Evaluation Consultants[34]

Evaluators/Consultants:

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

Interim Evaluation Consultant Agreement Form

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

Name of Consultant: Joana Talafré

Name of Consultancy Organization (where relevant): _____

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

Signed at _____*Montréal*_____ *(Place)* on ___*October 1, 2023*_____ *(Date)*

Signature: _____*Joana Talafré*_____

[34] http://www.unevaluation.org/document/detail/100

Annex 8—Signed Interim Evaluation final report clearance form.

(to be completed and signed by the Commissioning Unit, RTA and PTA included in the final report)

Interim Evaluation Report Reviewed and Cleared By:

Commissioning Unit (M&E Focal Point)

Name: _____

Signature: _____ Date: _____

Regional Technical Advisor—Nature, Climate and Energy

Name: _____

Signature: _____ Date: _____

Principal Technical Advisor—Nature, Climate and Energy

Name: _____

Signature: _____ Date: _____

Annex 9 – Detailed Interim Evaluation Ratings

	Key evaluation criteria and questions	Rating	Rating # Numerical
1. Relevance, Coherence and Comprehensiveness of Project Strategy			
1.1 Relevance, coherence and comprehensiveness of the Project Strategy			
	Analysis of the Theory of Change	Moderately Satisfactory (MS)	4
	Extent the project design and its various elements accurately trace the impact pathways	Moderately Satisfactory (MS)	4
	Extent to which objectives, results, indicators and targets are SMART, clear, practical and achievable within the project timeframe.	Moderately Unsatisfactory (MU)	3
1.2 Are gender issues sufficiently integrated into the results framework?			
	Extent to which the framework and its benefits are formulated in terms of gender mainstreaming in planning at national or regional levels	Unsatisfactory (U)	2
1.3 Are the project design and expected results in line with national and international environmental and water management priorities and policies, as well as with GCF strategic priorities and objectives?			
	Extent to which the project is consistent with national and international policy priorities related to environment, water management and the SDGs	Highly Satisfactory (HS)	6
	Alignment with the strategic priorities and objectives of the UNDP, GCF	Highly Satisfactory (HS)	6
	Evidence of country ownership	Highly Satisfactory (HS)	6
	Degree to which the GCf project is complementary to other climate finance initiatives	Satisfactory (S)	5

2. Effectiveness and Efficiency			
2.1 What results has the project achieved overall since its inception?			
	Activities implemented, deliverables and progress against output-level targets	Moderately Satisfactory (MS)	4
	Progress towards outcomes	Moderately Satisfactory (MS)	4
	Assess whether the total number of beneficiaries and indirect beneficiaries of the project and any co-benefits have been properly calculated.	Moderately Unsatisfactory (MU)	3
	Evidence of unexpected results (positive or negative)	No rating	
	Assessment of gender equity and social inclusion results to date	Moderately Satisfactory (MS)	4
2.2 What were the success factors, challenges or other factors influencing performance?			
	Constraints and limiting factors encountered in the implementation of the work program by the responsible partners and deviations from the objectives of annual work plans, activity plans and meetings.	No rating	
	How did the project deal with issues and risks in implementation?	No rating	
	Assessment of impact of COVID-19 on project implementation	No rating	
2.3 How has the project converted inputs (funds, personnel, expertise and time) to achieve results as quickly and cost-effectively as possible?			
	Extent to which implementation strategies maximized cost savings and/or results	Satisfactory (S)	5

	Extent to which other approaches were considered before selecting a single approach	Satisfactory (S)	5
	Assessment of Innovation (KEQ 1)	Highly Satisfactory (HS)	6
3. Review of Project Implementation and Adaptive Management			
3.1 How effective is the overall management and coordination of the project?			
	Efficiency of coordination processes	Highly Satisfactory (HS)	6
	Extent to which the project management and governance system is conducive to achieving results.	Highly Satisfactory (HS)	6
	Effectiveness of the communication strategy to ensure high levels of visibility and relevance	Satisfactory (S)	6
3.2 Extent to which the project's financial management and financing package is adequate			
	Adequacy, transparency and conformity of financial management	Satisfactory (S)	4
	Extent to which the cofinancing has materialized and analysis of successes and challenges	Moderately Satisfactory (MS)	4
3.3 Efficiency of the project's planning and preparedness systems			
	Analysis of operational mechanisms, including procurement, tendering, recruitment, payments and financial checks and balances for appropriateness and timeliness of reporting	Moderately Satisfactory (MS)	4
	Review of work planning and timeliness and other factors contributing to success or challenges of project	Satisfactory (S)	5

3.3 How effective is the project monitoring system?			
	Effectiveness and efficiency of the M&E system as a mechanism for adaptive management, learning and planning	Moderately Unsatisfactory (HU)	3
	Adequacy of reporting processes, mechanisms and procedures	Satisfactory (S)	5
3.4 Is the level and quality of stakeholder engagement and participation adequate to meet the project's objectives?			
	Has the project developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders?	Highly Satisfactory (HS)	6
	Nature and appropriateness of participatory processes	Highly Satisfactory (HS)	6
	Application of grievance mechanism	Highly Satisfactory (HS)	6
	Level of country ownership	Highly Satisfactory (HS)	6
3.5 Progress made in the implementation of the project's social and environmental safeguards management			
	Was the implementation of the social and environmental safeguards adequately planned and executed, and were any revisions made?	Satisfactory (S)	5
	Does the project sufficiently address cross cutting issues including gender?	Unsatisfactory (U)	2
		Satisfactory (S)	5
		Satisfactory (S)	5

	KEQ3: What are the best practices emerging from implementation regarding the integration of GCF environmental and social standards, including best practice in terms of safeguards monitoring, social inclusion, and gender integration?	No rating	
4. Sustainability, Replication, Scalability			
5.1 Is the project likely to continue to have positive effects after completion? How effective is the exit strategy?			
	KEQ1: Considering progress to date, what are emerging best practices, or suggested innovations to sustainably improve the policy enabling environment and water governance?	No rating	
	Sustainability of financed activities	Moderately Satisfactory (MS)	4
	Likelihood of impact at completion and beyond	Satisfactory (S)	5
	Analysis of risks to sustainability	No rating	
	KEQ2: Has the project succeeded in developing a plan for long-term sustainability, upscaling and broader adoption; and if not, what are the key missing ingredients?	Moderately Satisfactory (MS)	4
5.2 Does the project have the potential to be scaled up and/or replicated?			
	Assess the effectiveness of exit strategies and approaches	Moderately Satisfactory (MS)	4
	Potential for scaling, broader adoption and replication.	Highly Satisfactory (HS)	6