



## TERMINAL EVALUATION OF THE PROJECT “CAPACITY BUILDING FOR COMPLIANCE WITH GLOBAL ENVIRONMENTAL OBLIGATIONS WITHIN THE FRAMEWORK OF SUSTAINABLE DEVELOPMENT PRIORITIES” (UNDP / GEF PIMS: 5582)

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Produced by: Office of Studies and Capacity Building in the Sahel



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## i. Basic Project Information

Title : Strengthening national capacities to meet global environmental obligations within the framework of sustainable development priorities		
Country: Madagascar Region: Madagascar	Implementing partner: Ministry of Environment, Ecology and Forests (MEEF)  Executing agency: UNDP	Management modalities: Assisted National Implementation Modality (NIM)
UNDAF/Country Program Outcome : 1) Vulnerable populations in intervention areas have access to income and employment opportunities, can improve their resilience and contribute to inclusive and equitable access to sustainable development; 2) Public institutions, civil society and the media, at central and decentralized levels, effectively exercise their roles and are responsible for peaceful governance that protects human rights; 3) Populations in intervention areas, particularly vulnerable groups, have access to and use basic, quality social services.		
Strategic Plan Output : 1: Growth and development are inclusive and sustainable, integrating productive capacities that create jobs and livelihoods for the poor and excluded		
GEF focal area/Strategic Program: CCCD1: Integrate global environmental needs into management information systems CCCD2: Strengthen consultative and management structures and mechanism CCCD3: Integrate MEAs within national policy, legislative and regulatory frameworks CCCD4: Pilot innovative and financial tools)		
Social and Environmental Screening Category : Low risk	gender equality indicator : 2	
Atlas Award Number: 00104056	Quantum Project Number: 00105788	
PIMS number: 5582	GEF ID (PMIS): 9300	
Expected start date: July 2017	End date: July 2022	
TE timeframe: From 7 December 2023 to 31 May 2024		

## **i i. Acknowledgement**

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- At the UNDP level: the representative and her Deputy, the Team leads of the governance and environment units, the international consultant of the environment unit;
- At the level of the Ministry of the Environment: the National Project Director, the focal points of the three Rio conventions (desertification, climate change and biodiversity), the different MESD directorates in charge of leading the five (5) components of the project;
- At the level of decentralized services: The director and her staff of the Environment and Sustainable Development district of Itasy
- At the Project level: the Coordinator and his entire team;
- At the level of Ministries: focal points at the levels of the Ministries of Agriculture, Mines, Water, Higher Education, Justice, Energy, Territorial Planning, Decentralization , National Education, transport/meteorology and the economy.
- At the partner level: GIZ, the National Training Center for Forestry Technicians (CNFTF) and AMADESE
- At the level of the beneficiaries: the women's groups of the communes of Antoby – Est, Andakana and Ambohijatovo and the village of Ampefy

Their availability and collaboration made it possible to carry out the evaluation, which they find here our feeling of recognition.

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## **i v. List of Acronyms and Abbreviations**

NCSA	National Capacity Self-Assessment
HACT	Harmonized Approach to Cash Transfer
MEA	Multilateral Environmental Agreement
UNDP CO	UNDP Country Office
CCCD	Cross-Cutting Capacity Development / Transversal Capacity Development
UNFCCC	United Nations Framework Convention on Climate Change
UNCBD	United Nations Conventions on Biological Diversity
NPD	National Project Director
DPME	Directorate of Planning and Monitoring - evaluation
GEF	Global Environment Fund
GIZ	German Society for International Cooperation
UNCCDD	United Nations Convention to Combat Desertification and Drought
MESD	Ministry of Environment and Sustainable Development
MDG	Millennium Development Goal
NGO	Non-Governmental Organization
OCS	Organization of Civil Society
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
APR	Annual Progress Report
M&E	Monitoring and evaluation
EMIS	Environmental Management Information System
NSAPB	National Strategy and Action Plan for Biodiversity
NSDS	National Sustainable Development Strategy
PMU	Project Management Unit
WAVES	Wealth Accounting and Valuation of Ecosystem Services Global Partnership

# 1 . SUMMARY

## 1 . 1 \_ Project Information Table

Table 1: Basic Project Information

Project details		Project Milestones	
Project title	Strengthen national capacities to meet global environmental obligations as part of sustainable development priorities	PIF approval date:	20 April 2016
UNDP project ID (PIMS number):	5582	CEO Approval Date (MSP):	18 May 2017
GEF Project ID:	9300	ProDoc signature date:	27 November 2017
UNDP Atlas Business Unit, Award ID, Project ID:	00105788	Date of hiring of the project manager:	December 2017
Country(ies):	Madagascar	Inception workshop date:	25 January, 2018
Region:	Africa	Mid-term review completion date:	– 31 March 2021
Focal area:	Multifocal areas	Final evaluation completion date:	10 July 2024
GEF operational program or strategic priorities/objectives:	<ul style="list-style-type: none"> <li>- CCCD1: Integrate global environmental needs into management information systems</li> <li>- CCCD2: Strengthen consultation and management structures and mechanisms</li> <li>- CCCD3: Integrate MEAs into national political, legislative and regulatory frameworks</li> <li>- CCCD4: Pilot innovative and financial tools)</li> </ul>	Expected operational closure date:	27 May 2024
Trust fund :	GEF		
Implementing Partner (GEF Executing Entity):	MESD		
Involvement of NGOs/CBOs:	Malagasy Association for Economic, Social and Environmental Development		
Private sector involvement:	N/A		
Geospatial coordinates of project sites:	Relates to the whole country		

Table 2: Project Financing

Financial information		
PDF/PPG	Upon approval (US\$ million)	Upon completion of PDF/PPG (US\$M)
GEF PDF/PPG Grants for Project Preparation	50,000	39,762.37
Co-financing for project preparation	0	0
Project	for CEO approval (US\$M)	to TE (US\$ million)
[1] UNDP contribution:	200,000	306,000
[2] Government:	400,000 (in kind)	3, 319, 415
[3] Other multilateral/bilateral:	9,200,000	9,200,000
[4] Private sector:		
[5] NGO:		
[6] Total co-financing [1 + 2 + 3 + 4 + 5]:	13,200,000	12,825,415
[7] Total GEF funding:	1,950,000	1,077,371
[8] Total project financing [6 + 7]	15,150,000	13,902,786

## 1.2 \_ Brief description of the Project

Madagascar is among the countries most exposed to the degradation of biodiversity, desertification and climate change (floods, droughts, increasingly violent and frequent cyclones). It is a country highly sensitive to natural disasters. The phenomenon puts thousands of people in a vulnerable situation. It causes particularly enormous losses in the economic sector (agriculture, livestock, fishing) and access to water.

To deal with this, the Malagasy government through the Ministry of Environment and Sustainable Development (MESD) benefited from financial support from the Global Environment Facility (GEF) and support from the UNDP to implement is implementing the project entitled "Strengthening national capacities for compliance with global environmental obligations within the framework of sustainable development priorities". This project aims to respond to the various obstacles listed above. This initiative attempts to help Madagascar meet and maintain its obligations under the three Rio Conventions, including by strengthening a targeted set of fundamental systemic, institutional and individual capacities that will help the country achieve environmental sustainability, notably through components below:

- Component 1: A national sustainable development strategy/plan fully integrates the obligations of the Rio Convention;
- Component 2: More sustainable mobilization of financial resources;
- Component 3: Establishment of an Environmental Management Information System to improve monitoring and assessment of global environmental impacts and trends at the national level;
- Component 4: Strengthening institutional structures and mechanisms for the integration and application of compliance with the Rio Conventions in sectoral and regional development planning frameworks;
- Component 5: awareness and public awareness of the integration of the Rio Convention



### 1.3 \_ Evaluation Rating Table

The rating grid for certain project parameters is as follows :

Table 3: Evaluation score table

	<b>Ratings</b>
<b>1. Monitoring and evaluation (M&amp;E)</b>	
Design of M&E at Entrance	3 (MU)
Implementation of the M&E plan	3 (MU)
Overall quality of M&E	3 (MU)
<b>2. UNDP Implementation/Oversight and Implementing Partner Execution</b>	
Quality of UNDP implementation/oversight	5 (S)
Quality of Implementing Partner Execution	5 (S)
Overall quality of implementation/oversight and execution	5 (S)
<b>3. Evaluation of results</b>	
Relevance	6 (HS)
Effectiveness	4 (MS)
Efficiency	3 (MU)
Overall assessment of project results	4 (MS)
<b>4. Sustainability</b>	
Financial viability	3 (ML)
Sociopolitical sustainability	3 (ML)
Institutional framework and sustainability of governance	3 (ML)
Environmental sustainability	3 (ML)
Overall probability of sustainability	3 (ML)

### 1.4 \_ Concise Summary of Findings and Conclusions

The main findings and conclusions relate to the project strategy, progress towards achieving results, implementation and responsive management, efficiency, sustainability, progress towards impact, GEF additionality , The catalyst/replication effect and gender are as follows:

- i. Project Design: The project implementation strategy is based on a participatory and consultative approach. The project therefore follows an intervention logic (which defines the theory of change) which aims to strengthen systemic, institutional and individual capacities at the central and decentralized level of the country. The Design therefore follows an intervention logic (which defines the theory of change) which aims to strengthen systemic, institutional and individual capacities at the central and decentralized level of the country. The Project Logical Framework remained as such and did not undergo any reorientation despite the COVID context which greatly affected the implementation of activities, particularly due to health restrictions. The provisions relating to project management prove to be very necessary and contribute to strengthening the capacities of national structures but the very tedious and long execution modality (assisted NIM) does not seem to be a factor in speeding up the

implementation of the projects' activities. Planning of activities through the Annual work plan (AWP) validated by the steering committee sessions seems to be the determining factor which allowed the project to respect not only the indications of the national party but also the procedures of the UNDP and other stakeholders. Project monitoring - evaluation is based on UNDP requirements set out in the Policies and Procedures Governing UNDP Programs and Operations and the UNDP Evaluation Policy. But the absence of a monitoring-evaluation specialist and a mechanism during implementation did not promote better monitoring of project progress and indicators. The project in its formulation and implementation did not give particular importance to the accountability dimension despite its roots and its importance for the country. The design of monitoring – evaluation during project formulation and implementation, and the overall quality of monitoring – evaluation are moderately unsatisfactory. Although stakeholder participation is well defined, it is important to note the absence of a real commitment plan to accelerate and consolidate the full internalization of global environmental obligations in the country's sustainable development priorities. Despite the availability of supports for data communication, it is important to note the absence of a monitoring-evaluation specialist and/or a communications manager, which indicates that the project did not attach particular importance to the data communication dimension. Insufficient communication on the knowledge of the issues of the Rio conventions and on the results of the project both at the central level and at the decentralized level was a limiting factor for the visibility of the project. The project has no communication strategy and no microprogram on the centralization and dissemination of good practices for the integration of the obligations of the Rio Conventions is available to give more visibility to the project. Also, no manual has been developed on good practices for the project.

- ii. Relevance and coherence of the project: Relevance and coherence (internal and external) of the project are very satisfactory, the theory of change is clearly understood through the actions which highlight the strengthening of the capacities of national structures. The assumptions made are justified and realistic. The project perfectly meets the commitments made by the country in terms of biodiversity conservation, the fight against desertification and climate change. The Project is in line with the UNDP Country Program and the United Nations Development Assistance Framework. The results and indicators have been defined to take into account the areas of intervention of the GEF.
- iii. Progress towards the achievement of results (project effectiveness): the effectiveness of the project is moderately satisfactory, progress is made especially at the level of component 3. Obstacles reported and observed have hindered the effective implementation of certain activities of the project, especially those related to components 1,2, 4 and 5.
- iv. Implementation and reactive management: the provisions relating to project management prove to be very necessary and contribute to strengthening the capacities of national structures but the very tedious and long execution modality (assisted NIM) does not seem to be an option. factor to expedite the implementation of activities. Planning of activities through the AWP's validated by the steering committee sessions seems to be the determining factor which allowed the project to

respect not only the indications of the national party but also the procedures of the UNDP and other stakeholders. Project monitoring - evaluation is based instead on UNDP requirements set out in the Policies and Procedures Governing UNDP Programs and Operations and the UNDP Evaluation Policy. The project does not have its own monitoring and evaluation system as seen in other projects. Although stakeholder participation is well defined, it is important to note the absence of a real commitment plan to accelerate and consolidate the full internalization of global environmental obligations in the country's sustainable development priorities. Despite the availability of supports for data communication, it is important to note the absence of a monitoring-evaluation specialist and/or a communications manager who expresses that the project did not attach particular importance to the data communication dimension. Insufficient communication on the knowledge of the issues of the Rio conventions and on the results of the project both at the central level and at the decentralized level was a limiting factor for the visibility of the project.

- v. **Efficiency:** With regard to financial and human resources were not sufficient to obtain the expected results even if economies of scale were made on certain sections of project management. In addition, the activities were not carried out within the planned deadlines, too many delays were reported in the implementation of activities. However, optimal use of resources is clearly observed. The efficiency of the project is therefore not satisfactory.
- vi. **Sustainability:** the sustainability of the project's achievements is moderately satisfactory, the commitment of the supervisory ministry to the three conventions and the measures adopted by the grassroots communities are guarantees but do not minimize the financial and socio-economic risks., governance and environmental issues identified. The products/results will be sustainable as long as the national and local structures remain in a position allowing them to continue activities after the project. These structures must therefore have the human, material and financial resources necessary to ensure the continuity of the project's achievements.
- vii. **Progress towards impact:** this progress concerns the structuring of activities in terms of biodiversity, the fight against desertification and climate change with a view to developing a national sustainable development strategy which notably includes provisions respecting the obligations of the Rio Convention with updated political and legislative analysis; the contribution to the achievement and sustainability of the CCCD-4 Objectives of the GEF Cop Program thanks to the strategy for mobilizing resources for the environment and finally the strengthening of national institutional capacities through the achievement of a certain number of tools for the consolidation of commitments for the three (3) Rio conventions.
- viii. **The additionality of the GEF:** through the tools developed to strengthen the institutional capacities of national structures, particularly in favor of the internationalization of the three (3) Rio Conventions. For example, with regard to adaptation to the effects of climate change, Madagascar has now put in place measures to adapt to the effects of climate change (management of drought or flood risks, improvement of resource management water, and the establishment of early warning systems for extreme weather phenomena).

- ix. The catalytic/replication effect: motivated in particular at the national and local level by the results obtained which clearly integrate into the project's intervention strategy dimensions aimed at promoting the consideration of the three (3) conventions and the strengthening of national capacities and local. Following this project, initiatives in favor of the three (3) Rio conventions are emerging today at the national level, hence the need to design a conceptual note on a more structuring program.
- x. Consideration of cross-cutting issues: the consideration of gender and human rights issues in the project is generally satisfactory, the project examined gender equality issues as a direct obstacle to coordination, access to information and the creation of knowledge to inform decision-making and to respect environmental obligations. communication was not up to par. There was not enough communication on the results of the project, which could negatively impact the sustainability of the project's achievements. National ownership of the project has begun especially with the strengthening of the capacities of national and local structures in taking into account the three (3) conventions in the national and local priorities.

## **1 . 5 \_ Summary of the main lessons learned**

The main lessons to be learned from the project are:

- In relation to coordination: the project served as a framework for the first time for the departments to come together and jointly address issues related to the three conventions.
- In relation to the Implementation Modality: The modality of implementing assisted NIM is not really easy, when the procedures of the implementing agency are heavy and complex.
- Implementation structures: Well profile the implementation structures of future projects to streamline operations; e.g.: better balance the composition of the steering committee to establish the leadership of the ministry in charge of the environment; assign operational roles to the national focal points (NFP) of the conventions (example: role of technical supervision of activities between the National Project Director and the heads of units; etc.)
- Content and logic of the project: When the content of the project is essentially 'soft' (strategies, information system, institutional structures, guides, etc.), building consensus around the products is often difficult and takes a lot of time.
- The search for synergy between the 3 Rio conventions is also a complex task. Consequently, agreeing on the capabilities to ensure such synergy is complex.
- The contribution of stakeholders was decisive in the implementation of the project and in the achievement of results.
- The long processing times for procurement and payment files constitute a blocking factor for the project.
- The availability of knowledge drawn from various experiments and their accessibility is an indicator of project success. Capitalization should not only be done at the end of the project.

## 1.6 \_ Summary table of recommendations

The recommendations in the direction of corrective measures for the design, implementation and monitoring – evaluation of the project are as follows:

Table 4: Summary table of recommendations

References	Recommendations	Responsible entities	Time frame
<b>A. Corrective measures for design, implementation and monitoring – evaluation</b>			
A.1	Adopting national implementation (NIM) for future projects given that assisted NIM is very tedious and long does not seem to be a factor in speeding up the implementation of activities (Finding 3).	UNDP/MESD	Long term
A.2	Have a larger management team for projects that absolutely must be executed according to the NIM implementation provision (Finding 11). This team must be made up in particular of a project coordinator, three specialists (one for each agreement), a monitoring – evaluation manager, an administrative and financial assistant, and a communications manager.	UNDP	Long term
A.3	Define an internal monitoring – evaluation mechanism and a strategy for communicating results for future projects (Finding 5)	UNDP	Long term
<b>B. Strengthening the initial benefits of the project</b>			
B.1	Centralize and disseminate the best practices of the project both at the central level and at the decentralized level (Finding 8)	MESD	Middle term
B.2	Implement a withdrawal strategy, with a view to perpetuating and promoting the project's experiences (Finding 12)	UNDP/MESD	Short term
B.3	Create a manual on good project practices (Finding 8)	UNDP/MESD	Middle term
<b>C. Future directions highlighting the main objectives of the project</b>			
C.1	Develop a concept note for a new project to consolidate the achievements of the Rio Project (Finding 13)	UNDP/MESD	Middle term
C.2	Involve the national party in the design of a concept note for a more structuring and large-scale project (Finding 13)	UNDP	Short term

## **2 . INTRODUCTION**

### **2 . 1 \_ Purpose and Objectives of the evaluation**

In accordance with UNDP and GEF monitoring and evaluation policies and procedures, all projects supported by UNDP and financed by the GEF must be subject to a final evaluation at the end of their implementation.

This final evaluation will make it possible to assess the progress made / results achieved in relation to the defined objectives, but also and above all, to draw lessons which can improve the sustainability of the project's benefits and finally to identify recommendations and directions.

The main objective of this evaluation mission is to analyze / assess the performance of the project as set out in the Project Document, which will identify lessons learned, lessons that can improve the sustainability of benefits and promote the overall improvement of UNDP programs and on successful operational approaches and practices in the implementation of the three (3) conventions.

The results will be used by the various stakeholders to improve future interventions in the implementation of the obligations of the Rio conventions at all levels in Madagascar.

Specifically, this evaluation mission will involve:

- Analyze the problem the project addresses and the basic hypotheses;
- Appreciate how the theory of change was taken into account in the formulation of the project;
- Appreciate the relevance and coherence of the project;
- Assess the effectiveness and extent to which the project achieved the set objectives and expected results, while identifying the factors that led to it and the constraints it faced;
- Identify unexpected positive and negative results of the project;
- Analyze project implementation strategies including the institutional structure and project execution capacity including its synergy with other national projects and programs;
- Analyze the project's steering, monitoring – evaluation and knowledge management system;
- Analyze the efficiency of the use of financial, human and material resources;
- Evaluate the immediate, intermediate and long-term impact (to the extent possible) of project interventions;
- Assess the extent to which the results of the project will be sustainable and the various risks that could compromise the sustainability of the achievements ;
- Analyze the consideration of cross-cutting issues (aspects linked to gender, women's empowerment, human rights, etc.) in the implementation of the project;
- Identify lessons learned and potential good practices, particularly with regard to intervention models that can be applied by stakeholders;
- Provide recommendations to guide decision-making with a view to consolidating project results by stakeholders and defining new directions for future programming .

### **2 . 2 \_ Methodological approach to evaluation**

The Scope of the mission is delimited by the verification and assessment of the objectives defined in the terms of reference and on the understanding that the project is designed to remedy the absence of basic data, consultative planning, and evaluation in relation to efforts/contributions to the three (3) conventions.

The design and execution principles of the final evaluation are based on a participatory, consultative and iterative approach. The essential conditions for easy and relevant conduct

of the mission are inherent in the availability of results, the intrinsic value of the results, the coherence of the theory of change, as well as the socio-political environment.

- Availability of results: With regard to the various documents produced (phase project document, annual activity report, etc.) and the terms of reference of the mission, the expected results are defined and the constituent elements of these results appear clearly formulated and precisely. From then on, they can be mobilized and verified. However, it should be noted that all the medium and long-term effects cannot yet be evaluated, so several years are needed to better appreciate them.
- The intrinsic value of the results matrix: First, the results matrix associated with the project appears relevant with indicators accompanied by reference values and relevant targets to assess progress. Then, the reference values of the indicators are informed by reliable data whose sources and reference years are indicated. Finally, the means of verification associated with the indicators are appropriate.
- The theory of change: It is very clear with simple and perfectly accessible hypotheses. The possible risks are well formulated and are intended, in all respects, to be consistent.
- The socio-political context: As for the socio-political environment at the country level, it remains quite conducive by virtue of certain measures which make it possible to facilitate sufficient interactions.
- Availability of documentary resources: documentary resources essential to the mission exist. The commitment of stakeholders to provide other complementary data is inevitable and necessary.

The approach adopted for this evaluation is inspired by the UNDP-GEF guidelines and terms of reference. By adopting a participatory, consultative and iterative approach, the evaluation was carried out in close coordination with UNDP, the relevant ministries of the Malagasy government, project implementation partners and beneficiaries. The evaluation team took a mixed approach to capture, analyze and present evidence-based evaluations of all aspects of the project indicated in the evaluation scope.

The final evaluation is structured to cover the four phases of the project, including: project conceptualization and design, project implementation and management arrangements, project outcomes and contribution to overall benefits, and finally the good practices and lessons learned which were used in the recommendations for future programming.

The methodological approach is based on an analysis of disaggregated data (man, woman, gender approach) and included the determination of the approach and the characterization of the actors, tools and means to be implemented to collect useful information allowing have an evaluation report containing responses to the various concerns set out in the mission's terms of reference.

The methodological approach adopted for the implementation of the mission will include several phases and is as follows:

- i. **The documentary review and preparation of the mission framework note:** In order to obtain basic data on the mission, the team of consultants carried out a review of the available documents, in particular the mid-term review, activity reports (PIR reports), the signed project document, the minutes of the Steering Committees, the UNDP initiation plan, the UNDP Environmental and Social Risk Detection Procedure (PDRES), the Work Plans annual budgeted report with their review, the project's theory of change, national strategic and legal documents and any other material deemed useful to ensure that the evaluation is carried out to the required standards. The information collected in the various documents made it possible to design the mission's framework note (initial mission report). This framework note contains an initial analysis of the different documents, the understanding of the mission, the detailed methodology, the data collection framework/plan, the mapping of the actors to be met at the national, provincial and regional levels, the sites to visit, the data

collection tools, the data analysis strategy, the mission implementation schedule as well as the reporting plan.

- ii. **The mission scoping meeting:** After reviewing the documentary sum (collection of secondary data), the consultant team held a scoping meeting by zoom in the form of a conference with the mission reference group with a particular view to a better understanding and harmonization of the TORs but also an appreciation of the detailed methodological approach, the data collection framework/plan, the mapping of the actors to be met at the national, provincial and regional levels, the sites to be visited, data collection tools, the data analysis strategy, the mission implementation schedule as well as the reporting plan . This document was therefore validated with the mission reference group and amendments were made for its finalization before the phase of meetings for the collection of primary data. During this phase, the sites to be the subject of visits and interviews proposed in the inception report were validated by the mission reference group.
- iii. **Collection and field visits:** the team of consultants first held a series of meetings in Antananarivo with different stakeholders, notably the focal points of the three Rio conventions (desertification, climate change and biodiversity), the different MESD departments in charge of leading the five (5) components of the project, the UNDP governance and Environment/Poverty team leaders, the focal points at the levels of the Ministries of Agriculture, Mines, Water, higher education, justice, energy, regional planning, decentralization, National Education, transport/meteorology and the economy, GIZ, the National Technician Training Center Foresters (CNFTF) and AMADESE . After these exchanges at the central level, the mission went to the Itasy region, notably to Itasy village, in the communes of Antoby – Est, Andakana and Ambohijatovo , in the village of Ampefy to continue with the collection of primary data. Field visits and discussions took place with the environment and sustainable development constituency as well as with the beneficiary women's groups. The mission was able to assess the project's achievements, identify good practices and areas for improvement. The choice of the region is explained by its accessibility and the concentration of project activities. Data was therefore collected through interviews and direct observations of project achievements. Adapted approaches taking into account the realities of the region were used for this data collection. The data to be collected focused on information concerning the evaluative questions as well as the main difficulties and recommendations on the various progress made.
- iv. **Processing, analysis and triangulation of data:** The data collected during the documentary analysis, interviews with project stakeholders and various interviews were analyzed, compiled and then analyzed following the evaluation questions. They then made it possible to formulate findings. The data collected in the documentary review, those collected during interviews with stakeholders and finally those obtained from observations during site visits were the subject of triangulation which consisted of cross-referencing data from different sources and methods to support conclusions. This triangulation helped reduce bias and strengthen the overall database by comparing and contrasting data from different perspectives.
- v. **The evaluation rating scale:** the assessment of project performance was made according to the following scale:

Using the table and the instructions below:



Table 5: Assessment of Project performance

NOTE	APPRECIATION	CATEGORY
Ratings for results, relevance, effectiveness, efficiency, M&E, implementation/supervision, execution		
6	Very satisfactory (HS)	Satisfying
5	Satisfactory (S)	
4	Moderately satisfactory (MS)	
3	Moderately unsatisfactory (MU)	Unsatisfactory
2	Unsatisfactory (U)	
1	Very unsatisfactory (HU)	
Ratings for sustainability		
4	Likely (L)	Likely
3	Moderately likely (ML)	
2	Moderately unlikely (MU)	Unlikely
1	Unlikely (U)	

Ratings for results, effectiveness, efficiency, M&E, implementation/supervision, execution, relevance:

- 6 = Very Satisfactory (HS): exceeds expectations and/or no deficiencies
- 5 = Satisfactory (S): meets expectations and/or no or few deficiencies
- 4 = Moderately Satisfactory (MS): more or less meets expectations and/or some deficiencies
- 3 = Moderately Unsatisfactory (MU): slightly below expectations and/or significant deficiencies
- 2 = Unsatisfactory (U): significantly below expectations and/or major deficiencies
- 1 = Very unsatisfactory (HU): serious deficiencies Unable to assess (U/A): available the information does not allow an assessment

Sustainability Ratings:

- 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): Serious risks to sustainability Unable to assess (U/A): Unable to assess the expected impact and magnitude of risks to sustainability

For the Indicator Evaluation Grid, the levels of achievement are assessed according to the following colorings:

Green = completed	Yellow = in progress	Red = not in progress
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- vi. **The development of a reminder:** The various information processed and analyzed were summarized in the form of an aide-memoire for the preparation of the provisional evaluation report.
- vii. **Preparing the provisional evaluation report:** This consisted of writing the provisional evaluation report, therefore putting into literature the various data and findings on the basis of the UNDP framework.

- viii. **The feedback and validation meeting:** a feedback meeting of the evaluation results with the reference group was organized online by the team of consultants.
- ix. **Preparation of the final report :** This will consist of writing the final report (in French) taking into account the remarks, observations, suggestions and comments of the evaluation reference group during the restitution and validation meeting.

### 2.3 \_ Ethics of evaluation

Ethical considerations were taken into account in the design and implementation of the mission, including issues related to confidentiality and data protection, protection of vulnerable respondents and ensuring that the BERCAP SAHEL office and its consultants avoid causing harm.

The table below provides information on the main standards to apply:

Table 6: Assessment standards

HEADINGS	CATEGORY
Honesty and integrity	The consultancy undertakes to respect the UNEG code of conduct for evaluators of the United Nations system, and to accurately present procedures, data and results, including ensuring that the results of the evaluation is generated in a transparent manner, has complete integrity and is impartial.
Rights of participants	Interviewees and potential focus group participants will be given the time and information necessary to decide whether or not they wish to participate. Informed verbal consent will be sought in all cases. Efforts will be made to ensure that marginalized or otherwise excluded groups are represented.
Anonymity and confidentiality	All individuals providing information for the mission - whether affected populations or other stakeholders - will be informed of how this information will be used and how their anonymity will be guaranteed so that sensitive information cannot be traced back to their source. The design office will respect the right of individuals to provide information in complete confidentiality.
Data protection	All data generated by the study office, including those collected from key stakeholders, will remain internal to the evaluation and will not be shared without the express consent of the participants. In addition, the mission reference group has access to confidential information and undertakes not to use it for any purpose other than evaluation services and not to disclose it to third parties.
Avoid damage	The consultancy team in charge of the evaluation will seek to minimize risks and burdens for those participating in the evaluation, for example by ensuring that focus group participants and cooperating partners do not run any physical or other risks by agreeing to provide data for the mission.

Source: Consultants

The team of Consultants from the BERCAP SAHEL office had full access to the relevant guidelines and applied them, including the Ethical Guidelines for the Evaluation of the UNEG defined in the terms of reference of the mission. It respected the norms and standards in this area, as well as the code of conduct. If the consultancy team from the design office were to encounter ethical problems during the mission, it would seek appropriate recourse from UNDP.

The design office and UNDP took into account and managed the risks that could arise during trips to the field for interviews. All trips were previously subject to an analysis of the security situation by the UNDP which authorized or not the trip depending on the level of risk. Travel was carried out in accordance with safety guidelines.

Mission demands on UNDP staff time were kept to a minimum to avoid disruption to their other responsibilities. During the mission, the consultants strove to be very focused and targeted in their choices of stakeholders to interview, in order to effectively use the time devoted to consultations.

All activities related to this evaluation took place in the project intervention area and in Antananarivo.

## **2.4 \_ Limits of the evaluation**

The main limitations of the evaluation are:

- i. The unavailability of beneficiaries and certain actors: the evaluation mission coincided with rice harvesting work in certain localities in the project intervention area. On many sites, women were very busy with these harvesting activities. The meetings were held with very small staff.
- ii. Institutional changes: At the level of the structures attached to the Ministry of the Environment, certain executives involved in the implementation of the project are no longer in their positions, particularly because of the government reshuffle, this is particularly the case of the Director of Affairs legal and litigation (who leads component 1 of the project), the Director of Communication and Information Systems of the ministry (who leads component 3) and the desertification focal point who has retired.
- iii. Difficult access to certain sites: the very poor state of the roads did not allow access to certain project intervention sites.

## **2.5 \_ Structure of the report**

The structure of this final project evaluation report is consistent with the requirements of the GEF-funded and UNDP-supported project evaluation guide. The different components of the report are as follows:

- i. The Executive Summary: including the project summary table, a brief description of the project, the evaluation results table and a summary of conclusions, recommendations and lessons learned;
- ii. The introductory part: which details the objective of the evaluation, the scope, the methodology and the structure of the report;
- iii. The project description and development context: which explains the start and duration of the project, the problems sought to be solved, the immediate and development objectives of the project, the established benchmarks, the main stakeholders and the results expected;
- iv. The results of the evaluation process: detailing a descriptive assessment of the project design, formulation, implementation and results, as well as the qualification of the criteria indicated in the terms of reference;
- v. Conclusions, recommendations and lessons learned: which are based on reliable and relevant factual data deduced from the document review and semi-structured interviews with key stakeholders;
- vi. Finally, the annexes: which include the evaluation schedule, terms of reference, list of persons interviewed, itineraries and summaries of field visits, list of documents examined, matrix of evaluation questions (evaluation criteria with key questions, indicators, data sources and methodology), data collection tools (questionnaires used and summary of results), co-financing tables, etc.

### 3 . PROJECT DESCRIPTION

#### 3 . 1 \_ Project development context

Madagascar, an island country located off the east coast of Africa has significant natural resources that have been subjected to harsh tests for several decades which threaten its biological diversity, promote densification and land degradation and increase vulnerability to climate change.

- i. In terms of biodiversity, it must be remembered that the country has great wealth and this megadiversity is recognized by the whole world. It is obviously for this reason that the island is among global priorities in terms of conservation and investment in favor of biological diversity. At the national level, this megadiversity is of paramount importance to the people Malagasy and constitutes a support for sustainable development in the economic field, socio-cultural, environmental and scientific. The natural capital of the subsoil, the wealth flora and fauna, the multitude of variants of ecosystems as well as terrestrial aquatic, the young population, the vast unexploited spaces, etc., are assets for lead to sustainable development, an improvement in living conditions and sources of the well-being of the Malagasy population. Important coral reefs and mangroves, wetlands, forests, drylands and savannahs, freshwater lakes and rivers are also noted. Around 80% of the identified vegetation is endemic. A high level of endemism is also found in birds, fish, mammals, reptiles, amphibians and lemurs. This biological diversity provides and ensures several environmental goods and services as well as the functioning of ecosystems, while supporting the improvement of the living conditions of residents and sustainable development. The importance of these ecological services is observed from ecosystems further upstream located on the watershed to the downstream ecosystems relating to the marine and coastal areas of the island. Madagascar has a unique and diversified natural capital allowing the promotion and development of numerous sectors: agriculture, livestock, fishing, industries extractives, tourism etc., resulting in the availability of raw materials in view of the economic development. This wealth dominated by natural capital is beginning of exhaustion penalizing future generations. The natural goods and resources offered by a diversity of species provide residents with food security and health. This concerns local means of subsistence and maintaining the development of production sectors. This rich diversity has been threatened for several decades by anthropogenic activities, in particular through deforestation which is increasingly accentuated. Deforestation and forest degradation are among the most serious threats important for the terrestrial ecosystems of Madagascar. Following strong awareness and an involvement of Malagasy civil society in the conservation of biodiversity, mainly after the implementation of the National Environmental Action Program (PNAE), the deforestation rate fell by half from 1990 to 2010. It increased from 0.83% annually over the decade 1990-2000 and at 0.4% between 2005-2010. Although lower than the rate observed globally for tropical forests, this level of deforestation is alarming for Madagascar where natural forest cover is less than 12% of the territory. The illegal and abusive exploitation of natural resources also remains a real concern and could in the future reduce biodiversity conservation efforts. Hunting and consumption of bushmeat represent a considerable threat to small mammals (Tenrecs), megabats, turtles, amphibians, waterbirds (Ducks and wild Herons) and lemurs (Primates). Bushfires (of natural or anthropogenic origin, accidental or intentional) also constitute a serious threat to biodiversity. Regarding extractive industries, they increasingly represent a real threat to biodiversity due in particular to the overlap of certain legal mining permits with protected areas. Although the original forest cover remains between 50% and 80%,

primary forest cover is estimated at around 12% according to the Ministry of the Environment. Low agricultural productivity and significant population growth have combined to accelerate agricultural expansion, largely through the conversion of forests to slash-and-burn agriculture systems. The establishment of large areas of cash crops for export has also worsened land degradation. This is also attributable to deforestation caused by illegal logging and the rosewood trade exported to China, the volume of which has increased significantly since 2009. Land degradation poses serious ecological challenges for Madagascar because it threatens the country's rich biodiversity as well as its population. We also note the overexploitation of aquatic, marine and coastal resources. Several species are in a situation of overfishing which follows a windfall effect with strong demand on national and international markets. On the other hand, unsustainable fishing practices are developing at the level of fishing communities, such as the use of unsuitable materials, such as mosquito nets, unconventional nets, dynamite and chemical substances (including plant poisons: *Euphorbia* and *Mundulea*). These practices can be devastating to marine and coastal ecosystems.

- ii. In terms of desertification, it must be remembered that the degradation of land and ecosystems follows a breakdown in ecological balance and concerns the reduction in the productivity of the ecosystem, that is to say the fertility of the soil, that of plant cover, pastures and biodiversity. Added to this is the ecoclimatic dimension, the human dimension (excessive anthropogenic pressure, difficulty of living and producing in these ecosystems, risks, poverty, need for adaptation, etc.). The response and adaptation of rural populations to this disruption of balance and this degradation must be an adapted control strategy, integrating better risk management, and, if possible, the ways and means of regeneration and improved resilience of agro-ecosystems. Desertification and drought phenomena have been and still constitute a major concern in the economic development of the country. To deal with this situation, Madagascar signed and ratified the Convention in 1997 following Law No. 96-022 of September 4, 1996 and Decree No. 97-772 of June 10, 1997. Then, it adopted an Action Program for the implementation of the said Convention.
- iii. In terms of climate change, it should be noted that Madagascar ranks 5th among the countries most vulnerable to climate change (World Bank, 2013). Changes in rainfall patterns are expected to negatively impact the country's unique rainforests and the diverse species they support. The country is also threatened by rising sea levels and increasingly violent and frequent climatic events (World Bank, 2013). Despite the severity of the impacts of climate change in Madagascar, the country has contributed little to the causes of the problem. Total and per capita greenhouse gas emissions are very low, respectively 2,250 metric tons and 121 kg per person (2007 data) (Andrianjaka, 2010). Ocean acidification and warming are already having profound impacts on Madagascar's unique coral reef ecosystems, and changing ocean currents threaten fish populations and the migration routes of a number of species like turtles and whales. Climate change will also have a negative impact on the socio-economic development of the country, particularly in the areas of tourism, agriculture and fisheries. The most significant consequences of climate change are undoubtedly coral bleaching. Rising sea levels and intensification of extreme weather events could lead to erosion of beaches and coastal ecosystems on Indian Ocean islands. At the terrestrial level, the impacts of climate change on ecosystems are more difficult to measure due to the limited information available. The few recent pieces of information have suggested that rising temperatures would probably lead to a rise in altitude of certain species and a disappearance of ridge or mountain forests. This destruction of habitats will be to the detriment of native species and will probably accelerate the

spread of invasive species which are already exerting strong pressure on the native habitats of these islands.

### **3 . 2 \_ Project Objectives and Expected Results**

The Project is situated in a broad landscape of interventions aimed at improving Madagascar's capacity to improve environmental management and governance. However, most current interventions are thematic in nature, focusing on topics such as climate change, ecosystem conservation and land degradation. There are a number of other projects that are more focused on socio-economic development priorities to achieve the post-2015 Sustainable Development Goals and maximize the country's capacity to meet poverty reduction targets.

This is also a GEF cross-cutting project, as it targets capacity development needs that span the three Rio Conventions. Specifically, this project aims to strengthen a targeted set of core systemic, institutional and individual capacities that will help the country achieve environmental sustainability. Thus, the objective of this project is to assist Madagascar in meeting and sustaining the obligations arising from the three Rio Conventions. As a contribution to the achievement of this objective, the immediate objective of this project is to strengthen a targeted set of national capacities to deliver and sustain global environmental outcomes within the framework of sustainable development priorities.

The project is implemented through five strategically linked components, each of which includes a set of outputs with respective activities. At the end of the project, each of the five components will result in an expected result, namely:

- A transformative but realistic national strategy or plan for Madagascar to pursue environmentally sound and sustainable development;
- Increased and strengthened mobilization of financial resources needed to carry out actions to meet the common obligations and priorities of the Rio Conventions and sustainable development;
- An Environmental Management Information System established to improve monitoring and assessment of global environmental impacts;
- Targeted institutional structures and mechanisms are strengthened to effectively integrate the compliance of sectoral and regional development frameworks with the Rio Conventions;
- Targeted training and awareness raising that will enable a better understanding of good practices for delivering and maintaining global environmental outcomes within the framework of sustainable development.

### **3 . 3 \_ Problems that the Project seeks to resolve**

The causes and consequences of biodiversity loss, desertification and climate change in Madagascar are multiple, and in most cases In some cases they are linked to economic development practices with negative impacts on natural resources and the environment.

The effective implementation of these commitments signed by Madagascar to address the degradation of biodiversity, desertification and climate change, will contribute significantly to the achievement of sustainable development objectives by extracting maximum benefit from its natural resources. Referring to the findings of the National Self-Assessment of Capacities (AENC), carried out in 2014, the Malagasy Government through the Ministry of Environment and Sustainable Development (MESD) initiated financial support from the Fund for the Global Environment (GEF) and the United Nations Development Program (UNDP) the project entitled "Strengthening national capacities for compliance with global environmental obligations within the framework of sustainable development priorities". This project aims to respond to the various obstacles listed above. This initiative attempts to help Madagascar meet and maintain its obligations under the three Rio Conventions, including by

strengthening a targeted set of fundamental systemic, institutional and individual capacities that will help the country achieve environmental sustainability.

This project is part of a broad landscape of interventions aimed at improving Madagascar's capacities to improve environmental management and governance. However, most current interventions are thematic in nature, focusing on topics such as climate change, wildlife conservation and land degradation. There are a number of other projects focused more on socio-economic development priorities with a view to achieving the post-2015 Sustainable Development Goals and maximizing the country's capacity to achieve poverty reduction targets.

The national self-assessment of capacities (AENC), carried out in December 2014, the aim of which was to catalyze national action to put implement the obligations provided for by the three Rio Conventions, identified three types of obstacles facing the country. These obstacles are systemic, institutional and individual. In addition to institutional and individual capacity deficits, systemic deficits in particular are linked to the underlying causes of global environmental degradation, such as lack of awareness of the socio-economic value of environmental protection.

Furthermore, the latest studies carried out by the United Nations indicate that Madagascar is exposed to the consequences of Covid-19 through three main channels including: (i) its dependence on the global economy, (ii) the internal impacts – direct and indirect – of the disease on people and households, on productive activities and on public policies and services, and (iii) on the effects of the measures adopted by the Government to contain the spread of the virus (blocking of international flights, limitation of public transport , confinement of people and blocking of non-essential activities, curfews, etc.) .

It is with this in mind that the project “Strengthening national capacities for compliance with global environmental obligations within the framework of sustainable development priorities, known as the “RIO” Project, was designed to face the various challenges mentioned above.

### **3 . 4 \_ Project Description and Strategy**

To meet the challenges, Madagascar has begun the preparation of various programs, policies, plans and strategies, as well as the ratification of the three (3) Rio conventions. The effective implementation of the project “Strengthening national capacities for compliance with global environmental obligations within the framework of sustainable development priorities is part of this framework”. It aims to respond to the various obstacles identified in terms of biodiversity, desertification and climate change.

Therefore, the objective of this project is to help the country meet and maintain its obligations under the three Rio Conventions, through the strengthening of a targeted set of national capacities to deliver and maintain global environmental outcomes in the framework of sustainable development priorities. This will be achieved through five essential components which will promote the development of systemic, institutional and individual capacities:

- Component 1: A national sustainable development strategy/plan fully integrates the obligations of the Rio Convention. This component includes the following activities:
  - Comprehensive political and legislative analysis of environmental governance;
  - Updating key legislative texts;
  - The integration of Rio Convention obligations into regional and sectoral development plans, and the development of roadmaps to integrate and align the Rio Conventions with sectoral development plans.
- Component 2: More sustainable mobilization of financial resources which will include:
  - The development of a Resource Mobilization Strategy for financial sustainability;
  - Improving the monitoring and surveillance mechanism of the financial resources mobilized.

- Component 3: Establishment of an Environmental Management Information System to improve monitoring and assessment of global environmental impacts and trends at the national level. The key activities must be carried out:
  - Assessment of the current database and management information systems;
  - Analysis and compilation of a set of indicators that will improve the determination of global environmental benefits provided by development interventions;
  - Promoting standardized data collection methods;
  - The establishment of an Integrated Environmental Management Information System (EMIS);
  - Identification and sharing of best practices for carrying out Environmental Impact Assessments and Strategic Environmental Assessments;
- Component 4: Strengthening institutional structures and mechanisms for the integration and application of compliance with the Rio Conventions in sectoral and regional development planning frameworks. This involves achieving:
  - In-depth institutional analysis of environmental governance;
  - Strengthening the Interministerial Committee on AMEs;
  - Piloting best regional integration practices, inter-departmental technical coordination committees and real-time monitoring and compliance mechanisms (linked to the EMIS);
  - Completely updating and streamlining the environmental mandates of government agencies.
- Component 5: public awareness and awareness of the integration of the Rio Convention. It includes the following key activities:
  - Assessment of training needs to implement the obligations of the Rio Convention through mainstreaming;
  - Development of training programs for the integration of the Rio Convention, including training programs;
  - Training of trainers on best practices to make the Rio Conventions operational;
  - Promotion of public awareness campaigns and dialogues;
  - Strengthening the visibility on the Internet of good practices for the integration of the obligations of the Rio Conventions;

The project is implemented at the strategic level, but the tools developed (EMIS, Guide to integrating the Rio conventions into local plans, guide to raising awareness among CSOs and the private sector, guide to implementing the Policy Education relating to the Environment for Development at the local level, etc.), were tested in four pilot regions, including Vakinankaratra , Atsinanana , Itasy and Boeny .

The project is implemented, following the national implementation modality (NIM) assisted (support is provided by the UNDP country office) in particular by the Ministry of the Environment and Sustainable Development (MESD), with the involvement of key sectoral ministries (Mines, Water, Regional Planning, Agriculture, Energy and Hydrocarbons, Justice, etc.), CSOs and the private sector.

The Project is designed for a duration of 5 years, with a budget of 2,150,000 USD, including 1,950,000 USD from the GEF and 200,000 USD from the UNDP.

### **3 . 5 \_ Agreements relating to the implementation of the Project**

The project is implemented over a period of five (5) years by the Ministry of Environment, Ecology and Forests (MEEF), in accordance with the Standard Basic Assistance Agreement between UNDP and the Government of Madagascar.



The agreements relating to the implementation of the Project signed on November 8, 2017 by the Ministry of Economy and Finance, on November 21, 2017 by the Ministry of the Environment and on November 27, 2017 by the UNDP define the roles and responsibilities of all stakeholders.

Furthermore, it is important to note that strategic and sovereign partnerships (without formal agreement) have been consolidated between the different directorates of the Ministry of the Environment in charge of the project components, in particular the Directorate of Legal Affairs and Litigation (Component 1: Integration of Rio obligations into the National Sustainable Development Plan), the Directorate of the financing mechanism (component 2: the sustainability of the mobilization of financial resources), the Directorate of Communication and the information system and the Directorate of Programming and monitoring – evaluation (component 3: establishment of an information system to improve the monitoring and evaluation of global environmental impacts and trends at the national level) , the Directorate of Research Promotion and integration of the Sustainable Development approach (Component 4: strengthening structures and mechanisms for the integration and application of compliance with Rio conventions within the framework of sectoral and regional development planning). Partnerships are also strengthened with the focal points of the sectoral ministries involved in the implementation of the project.

The project supported the meaningful participation and inclusion of all stakeholders in all phases of the project. Stakeholder representatives from NGOs, communities, private sector, academia, among others actively engaged with government representatives as partners in carrying out the project activities or their components. This has contributed significantly to capitalizing on the comparative advantages of stakeholders, as well as creating synergies, strengthening a more holistic and resolute construction of policy interventions and improving legitimacy. These partnerships also ensured a more equitable distribution of benefits.

As part of the co-financing, the project has established a strategic partnership with GIZ.

In the implementation of activities, a partnership was established with the NGO AMADESE for the supervision of women's groups on the adoption of good agricultural practices, this is the case for the manufacture of vermicompost, liquid compost and the management of nurseries.

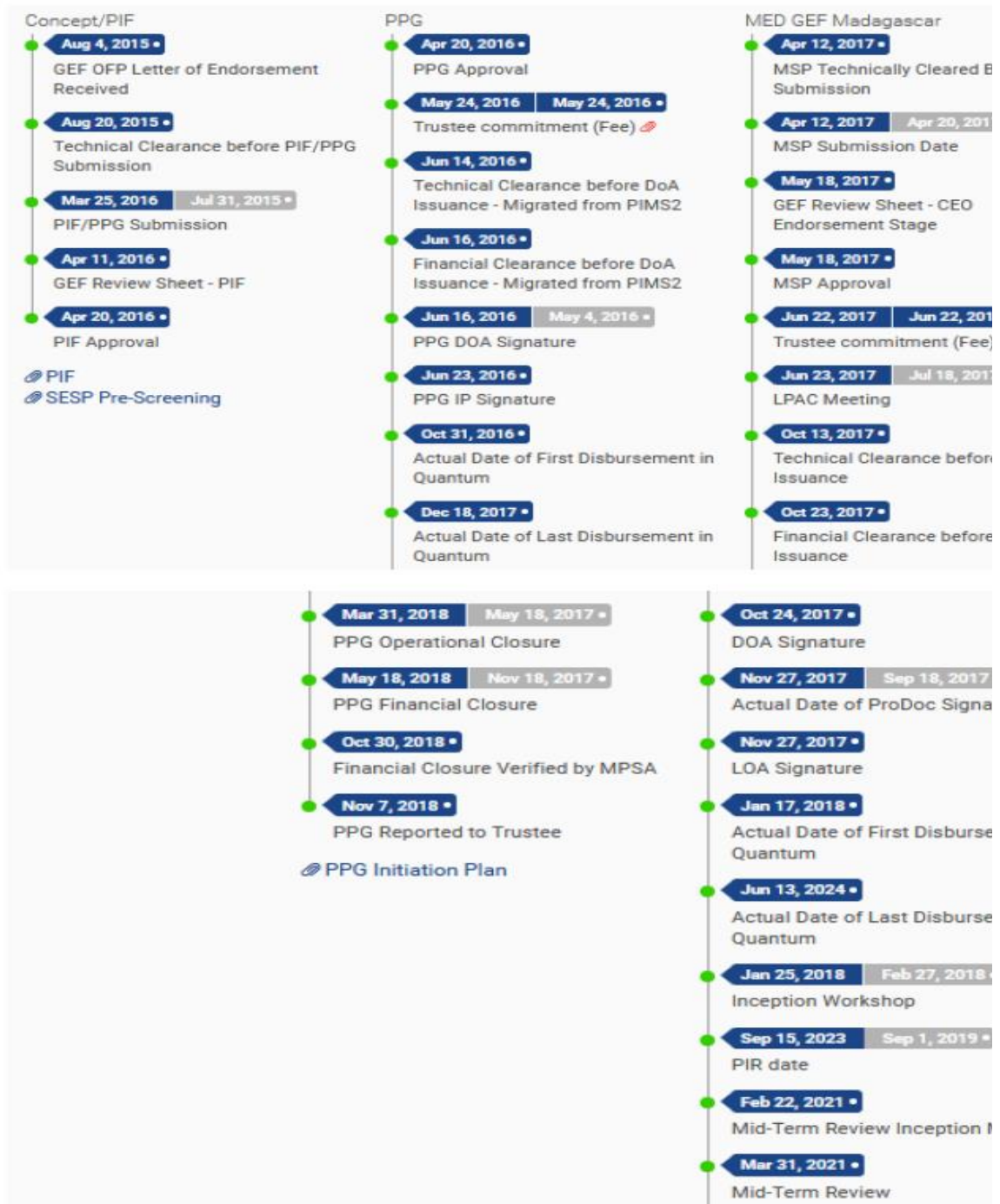
Finally, an agreement was signed with the KOBABY project (funded by the European Union) but which did not function properly, due to lack of financial resources to develop a mechanism for exchanging good practice in the north of the country.

### **3 . 6 \_ Calendar and main stages of the Project**

The project document was approved by the GEF Secretariat in 2017. The project was launched during an inception workshop in January 2018. The project started in 2018 and was expected to end in July 2022 but due to consequent disruptions related to the impacts of the COVID pandemic and having resulted in recommendations from the project steering committee, meeting on December 8, 2021, the project benefited from a first extension (until November 2023) and a second (until November 2023). in May 2024).

The key stages of the project are as follows:

Table 7: Main stages of the Project



Source: Project

### 3.7 \_ Main stakeholders of the Project

The main stakeholders of the project are the ministries responsible for key sectoral policies and legislation. They are present at national, regional and community level. A number of government agencies operating at the national and local levels are responsible for managing natural resources and the environment, working with local community organizations and, in some cases, in partnership with NGOs to strengthen the groups' activities at the base. Other stakeholders include the private sector and academic institutions which play an important role in sustaining the project. Other key stakeholders are those in rural areas.

The Ministry of Environment and Sustainable Development assumes overall responsibility for the effective implementation and success of the project. It will establish the planning and management mechanisms necessary to oversee project inputs, activities and results. The

Directorate of Programming, Monitoring and Evaluation (DPSE) (under the MEEF) will monitor and evaluate the project. The UNDP PO will support the Ministry, as requested and as needed. Table 3 provides more details on key stakeholder participation. The main stakeholders of the project are as follows:

Table 8: Project Stakeholders

Stakeholders	Mandate
<b>MEEF</b> <b>Directorate of Programming, Monitoring and Evaluation</b>	The Ministry of Environment, Ecology and Forests is responsible for leading the country's environmental policies and ensuring their implementation and effectiveness. Several departments can participate if necessary. These include directorates that are responsible for environmental integration, environmental assessment, planning, programming and monitoring and evaluation. At present, there are currently 18 national directorates, some of which would actively participate in the various activities
<b>ONE</b>	The National Environment Office (under the MEEF) regulates the environmental impact of economic investments and development activities, conducts and coordinates monitoring of environmental quality and facilitates the implementation of the Assessment process Environmental Impact (EIA). "
<b>The Minister of Agriculture</b>	The mission of this ministry is to implement government policy on agricultural development and improve food security and nutrition for the Malagasy people.
<b>Minister of State for Presidential Projects, Territorial Planning and Machines (METAPE)</b>	METAPE, together with general directorates and subordinate agencies, are responsible for land use planning, land use planning, land tenure, settlements, housing, urban and rural development and infrastructure social.
<b>Ministry of Economy and Planning</b>	This ministry is responsible for economic policy and development. Given its role in promoting economic and social development, the Ministry of Economy and Planning plays an important role in the issues of climate change, biodiversity conservation and desertification. The ministry participates directly in the development of all government programs and strategies whose implementation requires financial support, which requires inter-institutional cooperation.
<b>Ministry of the Interior and Decentralization</b>	This ministry is responsible for decentralized administration at regional, district and municipal levels. Decentralized government at regional, district and commune levels will also play a key role in supporting project outcomes.
<b>Ministry of Energy and Hydrocarbons</b>	The Ministry of Energy and Hydrocarbons, as well as the Minister to the Presidency responsible for Mines and Oil, and the state agency, the Office of National Mines and Strategic Industries (OMNIS), are responsible for the management, development and promotion of national petroleum and mineral resources in Madagascar.
<b>Ministry of Communication, Information and Institutional Relations</b>	The work of this ministry focuses on how government actors interact. Given the project's focus on institutional arrangements, EMIS and knowledge management, this ministry will play an important role in implementation.
<b>Ministry of Higher Education and Scientific Research</b>	The Ministry of Higher Education and Scientific Research, as well as the National Ministry of Education and the Ministry of Employment, Technical and Vocational Education and Training work to ensure production and use good data to monitor progress and achieve Sustainable Development Goal 4. These ministries are undertaking several initiatives, including capacity building projects launched by the CapED program ( Capacity Development for Education) of UNESCO.
<b>Ministry attached to the Presidency in charge of Territorial Development MPATE</b>	This ministry and other agencies under its jurisdiction are all jointly responsible for land use planning and have a key role to play in supporting and adopting mainstreaming activities and in issues of territorial development and community land security.
<b>Local Communities</b>	This includes individuals who face the greatest threat from the negative impacts of climate change.
<b>NGOs such as WWF Madagascar and Conservation International</b>	These non-state actors are important partners for development. They provide financial and technical support.

<b>CSOs , universities and research centers</b>	This includes technical and research institutes, CSOs and national universities (e.g. the University of Antananarivo) involved in conservation, agriculture and rural development.
<b>Private sector</b>	This includes development project proponents and investors whose operations are regulated by government environmental management law/policy.

Source: Prodoc and Consultants

### 3.8 \_ Project theory of change

The project document defines a theory of change following the logic below:

- i. The project will address specific cross-cutting national capacity development priorities identified in the 2014 AENC to catalyze more effective participation and decision-making in environmentally sound and sustainable development in ways that also produce benefits for the global environment. Notwithstanding the significant activities currently underway in Madagascar to address these important priorities, this CCCD project creates institutional space to remove some key obstacles to the integration of global environmental obligations into national and regional information systems, policies development and planning frameworks.
- ii. By developing institutional, systemic and individual capacities in the country, the government can begin to make improved decisions for the global environment.
- iii. The project strategy aligns with best practices in capacity building, including recognizing the complex nature of collaboration and integrating it into the project design. Furthermore, as local and global benefits are strongly linked, changing human behavior is a fundamental principle of this project's (and GEF's) approach to achieving global environmental and local benefits.
- iv. The project strategy assumes that project stakeholders will benefit directly in the short term through the improvement of capacities developed during practical training. Stakeholders will benefit in the long term through improved outcomes, including sustainable development and environmental improvements.
- v. So if national capacities for compliance with global environmental obligations within the framework of sustainable development priorities are strengthened, on its systemic, institutional and individual aspects.
  - ✓ Then the government can make improved decisions for the global environment coupled with effective development;
  - ✓ Then the sustainability of results and the achievement of long-term changes are evident;
  - ✓ Then the mobilization of efforts and resources in favor of the implementation of the Rio conventions is increasing, and the sense of environmental commitment is developing.
  - ✓ Then Incremental learning will result in increased mobilization of efforts and resources, and developing engagement will help the country overcome internal resistance to change and adopt new and stronger modalities of engagement and collaboration;
  - ✓ Then Attention to financial resources will also contribute to change by catalyzing Madagascar's journey towards self-sufficiency and environmental sustainability, assuming that the capacities developed will be institutionalized, leading to a gradual decrease in external financing;
  - ✓ All of this will help the country overcome internal resistance to change and adopt new and stronger modalities of engagement and collaboration in the long term in favor of sustainable development priorities.

The project was implemented in the context of COVID-19 which hampered the carrying out of activities requiring physical contact of stakeholders including meetings of the steering committee, members of the technical working group for the Rio conventions, validation of results, work with participants and capacity building workshops etc.

In relation to this context which greatly hindered the implementation of the project, the logic of the theory of change which should be reviewed and adapted has not undergone any change. However, the analysis demonstrated that the different objectives and expected results are a priori relevant and coherent and are linked to achieve the desired change in terms of sustainable development.

## 4. RESULTS/FINDINGS

### 4.1 \_ Project design / formulation

#### 4.1.1 \_ Analysis of the intervention logic and the Theory of Change

For the design of the Project, it is important to explicitly return to the context of each agreement that motivated the project's intervention logic.

According to the National Capacity Self-Assessment (AENC), carried out in 2014 by the Malagasy Government through the Ministry of Environment and Sustainable Development (MESD) with financial support from the Global Environment Facility (GEF) and the United Nations Development Program (UNDP):

- i. Biodiversity in Madagascar is the practical case of extensive endemism, which is discovered in the great variety of landscapes and ecosystems. These ecosystems consist of coral reefs and mangroves, wetlands, forests, drylands and savannahs, freshwater lakes and rivers. Of around 14,000 species of flora found there, more than 75% are endemic. This high degree of endemism is also found in reptiles, amphibians, fish, birds, mammals and lemurs. However, the number of forest species are today threatened by anthropogenic activities, notably deforestation, which considerably promotes deforestation in the country. The original forest cover remains in a proportion between 50 and 80%, but the cover of primary forests only represents, according to estimates, 12% of the surface area. Furthermore, it is important to point out that the rate of deforestation has decreased in recent years, varying from 0.1% per year in protected areas, to a maximum level of 0.6% per year in dry forests. low altitude and thorn forests. Due to the high degree of endemism, the impact of deforestation translates into significant impacts in terms of loss of global biodiversity (MEEF, 2014). This loss of biodiversity of essentially anthropogenic origin comes from deforestation, overexploitation of the forest, and hunting. This deforestation is justified by poverty and strong pressure on resources (with demographic growth) as an alternative to improving the means and livelihoods of populations. Mining has also contributed to the loss of biodiversity, particularly due to its increased development by multinationals and national mining companies.
- ii. Land degradation and desertification represent serious ecological issues and threaten the country's great biodiversity as well as its populations by causing situations of food and health insecurity, increasingly affecting the means and modes of existence of Malagasy communities. The areas affected by land degradation due to human activities today reach more than 30% of the total (FAO, 2023). This phenomenon mainly results from unsustainable agricultural practices (slash-and-burn cultivation) and charcoal collection, activities which promote 80-95% and 5-20% of deforestation. We now agree that forest areas have steadily decreased as a result of human activities. Today, 9 to 11 million hectares of forest remain, most of which are included in the national network of protected areas which occupies 12% of the country's surface area (World Bank, 2013). This situation favors the increase in carbon emissions, deforestation (which leads to habitat loss), soil erosion, floods, landslides, etc. In addition, the practice of cultivation on Slash and burn increasingly compromises food security, especially in rural areas, notably by reducing soil fertility and, consequently, agricultural productivity. The country already has one of the lowest productivity rates per hectare in the world.
- iii. Climate Change ranks Madagascar in 5th position among the countries most vulnerable to climate change. We recurrently observe a change in rainfall profiles, which has negative repercussions on tropical forests. This is why the survival rates of some lemur species have already been affected. The country is also threatened by rising sea levels and by climatic events which are today increasingly violent and frequent (World Bank, 2013). This results in growing problems for coastal

communities as well as threats to mangroves and wetlands near the coast, which are increasingly exposed to flooding and erosion. Ocean acidification and warming are having deleterious effects on the unique coral systems of Madagascar's coasts. For example, rising ocean temperatures in 2005 caused the bleaching of nearly 80% of corals on the northeastern coast of Madagascar. Additionally, changing ocean current patterns threaten fishing communities as well as the migratory routes of a number of species, such as sea turtles and whales (Conservation International; World Wildlife Fund, 2008). . Also, it should also be noted that total and per capita greenhouse gas emissions are very low, standing respectively at 2,250 metric tons and 121 kg per person according to statistics. The gradual and steady decline of forest cover over decades representing 21.6% of the country's land area also represented the disappearance of carbon sinks. One of the major drivers of deforestation in the country is the role of wood as a considerable fuel source for households. In its efforts to correct this situation and other phenomena linked to climate change, Madagascar participates in UN programs such as REDD+ and the Clean Development Mechanism (CDM). Despite the seriousness of the challenges of climate change, the country still lacks the data, institutions and policies necessary to enable it to confront all the potential social, economic and environmental effects of climate change.

Madagascar conducted its National Capacity Self-Assessment (NACA) in 2014. This self-assessment identified three types of obstacles which explain the difficulties encountered by the country in fulfilling its obligations under the Rio :

- Systemic barriers and constraints which include:
  - An outdated policy and legal framework, which has not been revised to take into account the changing needs in the country
  - Inadequate integration of environmental concerns into the sectoral policies of other institutions concerned with sustainable environmental management
  - Competitive institutional relationships at central and regional level and limited collaborative or consultative decision-making
  - Degraded and limited infrastructure
- Institutional barriers and constraints, including:
  - The limited internal resources available to institutions to ensure national ownership of environmental decision-making
  - Inadequate system for information and knowledge management and a lack of information sharing between sectors or within sectors
  - Up-to-date and reliable information is insufficient
- Individual barriers and constraints which include:
  - Low awareness of environmental issues, particularly the links between poverty, pollution and people's attitudes and behaviors regarding their immediate environment
  - A limited number of specialists in many areas critical to sustainable environmental management
  - Low technical capacity at the national level to formulate and implement large-scale national sustainable production projects constitutes another barrier to environmentally sound and sustainable development.

The project document defines an intervention logic defined above and which is presented as follows:

- If national capacities for compliance with global environmental obligations within the framework of sustainable development priorities are strengthened, on its systemic, institutional and individual aspects.

**SO** .....

- the government can make improved decisions for the global environment coupled with effective development;
- the sustainability of results and the achievement of long-term changes are evident;
- the mobilization of efforts and resources in favor of the implementation of the Rio conventions is increasing, and the sense of environmental commitment is developing;
- Incremental learning will result in increased mobilization of efforts and resources, and developing engagement will help the country overcome internal resistance to change and adopt new and stronger modalities of engagement and collaboration;
- Attention to financial resources will also contribute to change by catalyzing Madagascar's journey towards self-sufficiency and environmental sustainability, assuming that the capacities developed will be institutionalized, leading to a gradual decrease in external financing;
- All of this will help the country overcome internal resistance to change and adopt new and stronger modalities of engagement and collaboration in the long term in favor of sustainable development priorities.

The project document defines a theory of change following the logic below:

- vi. The project will address specific cross-cutting national capacity development priorities identified in the 2014 AENC to catalyze more effective participation and decision-making in environmentally sound and sustainable development in ways that also produce benefits for the global environment . Notwithstanding the significant activities currently underway in Madagascar to address these important priorities, this CCCD project creates institutional space to remove some key obstacles to the integration of global environmental obligations into national and regional information systems, policies development and planning frameworks.
- vii. By developing institutional, systemic and individual capacities in the country, the government can begin to make improved decisions for the global environment.
- viii. The project strategy aligns with best practices in capacity building, including recognizing the complex nature of collaboration and integrating it into the project design. Furthermore, as local and global benefits are strongly linked, changing human behavior is a fundamental principle of this project's (and GEF's) approach to achieving global environmental and local benefits.
- ix. The project strategy assumes that project stakeholders will benefit directly in the short term through the improvement of capacities developed during practical training. Stakeholders will benefit in the long term through improved outcomes, including sustainable development and environmental improvements.
- x. So if national capacities for compliance with global environmental obligations within the framework of sustainable development priorities are strengthened, on its systemic, institutional and individual aspects.
  - ✓ Then the government can make improved decisions for the global environment coupled with effective development;
  - ✓ So the sustainability of the results and the achievement of long-term changes are obvious
  - ✓ Then the mobilization of efforts and resources in favor of the implementation of the Rio conventions increases, and the sense of environmental commitment develops.
  - ✓ Then incremental learning will result in increased mobilization of efforts and resources, and developing engagement will help the country overcome internal resistance to change and adopt new and stronger modalities of engagement and collaboration.



- ✓ Then attention to financial resources will also contribute to change by catalyzing Madagascar's journey towards self-sufficiency and environmental sustainability, assuming that the capacities developed will be institutionalized, leading to a gradual decrease in external financing;
- ✓ So all this will help the country to overcome internal resistance to change and to adopt in the long term new and stronger modalities of commitment and collaboration in favor of sustainable development priorities.

The project was implemented in the context of COVID-19 which hampered the carrying out of activities requiring physical contact of stakeholders including meetings of the steering committee, members of the technical working group for the Rio conventions, validation of results, work with participants and capacity building workshops etc.

In relation to this context which greatly hindered the implementation of the project, the logic of the theory of change which should be reviewed and adapted has not undergone any change. However, the analysis demonstrated that the different objectives and expected results are a priori relevant and coherent and are linked to achieve the desired change in terms of sustainable development.

***Finding 1: The Project Design therefore follows an intervention logic (which defines the theory of change) which aims to strengthen systemic, institutional and institutional capacities at the central and decentralized level of the country.***

#### 4.1.2 \_ Project assumptions and risk

The assumptions defined in the project results framework are as follows:

- For the Project Objective: the following hypotheses are defined:
  - The political commitment of key agencies and stakeholders is expected to remain high to actively engage in institutional arrangements for the implementation of the NSSD;
  - The availability of financial resources and demand to pursue and adopt innovative approaches that will be demonstrated through the project's small grant activities;
  - Timely government approval of funding and approval of the hiring of new employees;
  - The formal commitment of the ministries concerned to apply new provisions in favor of the three Rio conventions;
  - Participants' active engagement in awareness activities demonstrates a fundamental improvement in their understanding of the issues;
  - Commitment of relevant government agencies and their employees to training and eliminating current attitudes of resistance to change
  - Fundamentally improving project beneficiaries' understanding of issues and adopting new and alternative approaches to address their livelihoods
  - The commitment of relevant agencies to adopt and include the Rio Convention indicators in their monitoring and evaluation plans.
- For the project components: the following hypotheses are defined:
  - The absence of conflicts of interest between the adoption of new alternative practices for the integration of global environmental obligations into sectoral development plans with the practices that are already institutionalized within the main planning agencies;

- Organizational efficiency and effectiveness of planning and decision-making processes enable timely decision-making;
- The legitimacy, relevance and viability of the analyzes among all key stakeholder representatives and project champions;
- The negotiation and resolution of all political or institutional obstacles to the mobilization of the necessary resources;
- The feasibility (political, technical and financial) of the project;
- Elevating political commitment from key agencies and stakeholders
- Consensus on measurements that need to be standardized as well as data sharing protocols;
- Appropriate use of best practices and lessons learned from other countries;
- Achieving interoperability of partner databases and information systems;
- The maintenance by partner agencies of the minimum number of staff members to ensure the ongoing and long-term operation of their respective databases or information systems;
- Raising the absorptive capacities of actors to learn new methodologies and approaches;
- Agreement to cooperate to modify existing legislative oversight mandates and authorities is realistic;
- Good representation of different government ministries, departments and agencies participates in project activities
- Participation in public dialogues attracts people who are new to the Rio Convention's concept of mainstreaming, as well as detractors, with the assumption that the dialogues will help change attitudes in a positive way;
- Sufficient commitment from policymakers to maintain long-term support for public awareness activities
- Development partners implementing parallel public awareness campaigns are willing to modify, where appropriate, their activities to support the awareness activities of the current project in order to create synergies and achieve cost-effectiveness.

During implementation, four major risks were identified. A risk log had been established for this purpose.

The risks identified were political, organizational and operational. This newspaper also highlighted the preventive measures taken to limit the risks in question.

Table 9: Risk log

Kind	Date Identification	Description	Date of putting has day	Answers / Preventive measures	Status critical (Yes/No)	Responsible of follow up
Organizational	January 2018	Risk of change of personnel at the level of state entities with the change of government that will follow	January 2019	Establishment of links with technicians from institutions less subject to rotation  The coordinator encouraged the establishment of institutional memory at the ministry level	Yes	Coordinator

Policy	January 2018	The event electoral could lead to disturbances in good conduct of the activities, including by report At dynamism and te commitment of decision-makers state	January 2019	With the support of the Strategic and Policy Unit, the Country Office monitored the situation and took appropriate actions so that it did not negatively affect the Program.	Yes	Coordinator
Operational	January 2019	Lack of commitment of the National Focal Points (NFP) for support the project, lack of motivation	January 2019	Avenues for collaboration with National Focal Points were discussed	Yes	Coordinator
Operational	October 11, 2018	Lack of commitment from state and non-state partners in the Technical Working Group	January 2019	The project management unit expressed an openness and a desire to collaborate and share with partners, within the Technical Working Groups.  Share the support and learning opportunities that can be catalyzed with the project.	Yes	Coordinator

Source : Steering Committee

A problem log was also established which identified operational and organizational problems.

**Table 10: Project Issues Log**

Kind	Date identification	Description	Date of putting has day	Answers of management / Againstmeasure	Status critical (Yes/No)	Responsible of follow up
Operational	November 2019	The steering committee has not yet decided on the area of intervention	January 2019	Invite the steering committee to decide on this area of intervention	Yes	Coordinator
Operational	November 2018	The representatives of the institutions in the steering committee change a lot. Which leads to a change in the understanding and interpretation of project interventions	January 2019	Members already have their alternates for each institution. Raise awareness among institutions to respect representation according to the appointment letters they sent	Yes	Coordinator

Organizational	2018	Limited absorption capacity to carry out integral integration exercises	January 2019	This risk is avoided by dividing roles and responsibilities between the numerous partner ministries, and each of them will take leadership, in consultation with the MEEF as the executing agency. Non-state organizations will also provide additional technical skills	Yes	Coordinator
Organizational	2018	Lack of involvement of certain ministries in the CIME	January 2019	Request support from management in the event of a blockage	Yes	Coordinator

*Source* : Steering Committee

#### 4.1.3 \_ Integration of lessons learned from other relevant projects.

Many relevant projects should be noted on which this CCCD project is based. These projects focus on capacity building activities such as awareness workshops and dialogues and technical skills training. For example, in 2009, environmental NGOs and associations in Madagascar set up an environmental platform called Alliance Voahary Gasy which aims to strengthen the capacities of the country's environmental civil society. In 2008, Madagascar launched UN REDD + (Reduction of Emissions from Deforestation and Forest Degradation). Madagascar is also one of the five developing countries that is a partner of the Global Wealth Partnership Accounting and Valuation of Ecosystem Services (WAVES). WAVES Madagascar seeks to strengthen the capacity to manage natural capital and promote sustainable development. The "ISLANDS" Program is also implemented by the Indian Ocean Commission to strengthen the country's capacities and promote the exchange of knowledge and information.

It is also important to note that two foundations that support the development of Madagascar are the Foundation for Protected Areas and Biodiversity of Madagascar and the Tany Foundation Meva. The Foundation for Protected Areas and Biodiversity of Madagascar has provided funding since 2010 and has been able to create two million hectares of Protected Areas. The Tany Foundation Meva, for its part, has invested nearly \$1 million per year to support local communities in the implementation of community projects that contribute to achieving the objectives of the three Rio conventions.

An important initiative concerns the GIZ Sustainable Energy Forests project in Madagascar, which has enabled local authorities and small farmers to exploit energy forests economically, environmentally, socially and sustainably. Another benchmark initiative is the Environmental Units Platform Program which aims to engage different sectors in dialogues regarding landscape planning. It includes the integration of environmental considerations into the different planning instruments following information/technical exchanges and discussions between different development actors.

The interactions between these different initiatives, even if they were very weak, still made it easier to take lessons and good practices into account.

## 4.2 \_ Results framework / Logical framework

The project design results framework determines the points of coherence with the UNDP Country Program and the United Nations Cooperation Framework for Sustainable Development with Madagascar. It defines in a relevant and sequential manner the components (outcomes), results, products (outputs), objectives and indicators, reference values, targets to be achieved, means of verification and hypotheses.

Some indicators are SMART (Specific, Measurable, Achievable/real, Relevant and Temporal), this is the case for example of:

- Number of new partnership mechanisms with funding for sustainable management solutions for natural resources, ecological services, chemicals and waste at national and/or sub-national level;
- Number of additional people benefiting from strengthened livelihoods through solutions for the management of natural resources, ecological services, chemicals and waste; (b) Number of new jobs created by solutions for the management of natural resources, ecological services, chemicals and waste;
- Number of direct beneficiaries of the project.

Others are neither specific nor measurable and should normally be reformulated after the mid-term evaluation of the project, this is the case for the following indicators:

- Extent to which legal or policy or institutional frameworks are in place for conservation, sustainable use and access to and sharing of benefits from natural resources, biodiversity and ecosystems;
- Extent to which capacities to implement national or local plans for integrated water resources management or to protect and restore the health, productivity and resilience of oceans and marine ecosystems have improved;
- Increase in the number of policy interventions that specifically cite fulfillment of Rio Convention obligations;
- plan that fully integrates the obligations of the Rio Convention is developed;
- Resource mobilization strategy is developed to provide long-term funding for EMIS;
- Environmental Management Information System is developed;
- Rio Convention integration mechanisms are developed;
- Skills and awareness of global environmental values.

Furthermore, the evaluation notes that this project results framework has not been subject to any modification or reorientation (neither by the steering committee nor by the mid-term evaluation) and this despite the context of COVID which impacted the implementation of activities

Furthermore, a session of the steering committee recommended reviewing the project approach; for example, the development of the guidance note for the sustainable development strategy was considered as an integrated approach in order to enable the Ministry of the Environment to decide on the strategy for implementing sustainable development and to understand the roles and responsibilities of the MESD and the Ministry of Economy and Finance (which provides leadership for the SDGs).

***Finding 2: the Project Logical Framework remained as such and did not undergo any reorientation despite the COVID context which greatly affected the implementation of activities, particularly due to health restrictions.***

### **4.3 \_ Project Implementation and Reactive Management**

For Project implementation and Reactive Management, it is important to analyze the arrangements relating to management, activity planning, financing and co-financing, the project monitoring – evaluation system, stakeholder participation, data communication and project communication.

#### **4.3.1 \_ Provisions relating to Management**

The project was implemented over a period of five (5) years by the Ministry of Environment and Sustainable Development, in accordance with the UNDP national implementation modality, and the Basic Assistance Agreement Type between UNDP and the Government of Madagascar. As the Implementing Partner of this project, it is up to the Ministry of the Environment to manage the project and report on its management, the monitoring and evaluation of its interventions, the achievement of results and the effective use of resources. The MESD is indebted to the UNDP for the Government's participation in the project.

The project is executed according to the National Assisted National Implementation Modality (NIM) (where UNDP conducts all purchasing procedures after approval of the National Project Director) through which UNDP is responsible for the effective and efficient use resources For there realization of the results, in collaboration with THE partner implementation, in particular the Ministry of the Environment and Sustainable Development (as opposed to the full NIM where it is the government which leads the entire recruitment process and purchases of goods and services). This execution method seems cumbersome with regard to the recruitment of service providers for the implementation of the project components and does not involve the National Project Director for his agreement in principle on recruitment. The National Project Director who is therefore the technical manager of the project designated by the Ministry of the Environment gives his agreement for the recruitment of service providers but does not participate in the recruitment process of the latter. The Project Coordinator who is recruited by the UNDP develops the terms of reference, submits them to the National Project Director (who represents the MESD) for his authorization. Once the National Project Director approves the recruitment, UNDP begins the process of recruiting consultants and/or design offices. With quantum this process seems very tedious and long.

The project structure as constituted should have had the chance of being effective since it allows, through regular meetings organized by the Project Management Unit, to share progress and difficulties with all stakeholders and to identify the corrective measures to be taken to correct the delays. It should also have made it possible to guarantee the same level of information not only at the level of the steering committee and all the sectors involved in the implementation of the activities.

In practice, the Steering Committee intervened regularly to provide guidance likely to overcome the difficulties encountered in consultation at the central and decentralized level. At the decentralized level, the establishment of multi-actor platforms made up of technical services, administrative authorities, municipal authorities, customary authorities and NGOs was greatly lacking in such a project. The establishment of such a structure at the decentralized level would allow the project management unit to have long-term stakeholders/interlocutors to endorse the proposals made and support their execution. This management method would gain more efficiency by strengthening the role of members of multi-stakeholder platforms in project monitoring.

He allows the formulation and revision of the projects/budget and enters all the information relating to the components on this base.

The assisted NIM procedure is in fact complex and its recruitment process can take months, or often a year. For example, in 2021, more than ten terms of reference were developed by the Coordinator and validated by the National Project Director for the recruitment of

consultants, none were successful due to the cumbersomeness of the assisted NIM. Given the complexity of the quantum platform, many consultants who wanted to apply ultimately gave up. As the number is not required, UNDP is therefore obliged to republish several times, which significantly delays the implementation of project activities.

It was also planned to recruit for each convention an expert for the implementation of the activities, but given the cumbersomeness of the NIM assisted with quantum, the mid-term evaluation carried out noted difficulties and recommended grouping the activities together. and to use design offices for their implementation. This is how two (2) were formed:

- Lot 1: components 1, 2, 4, 5
- Lot 2: Component 3

Since July 2023, UNDP has only been able to recruit the office for batch 2. For the first batch, the recruitment process is still ongoing and even if the service provider is chosen, it will not have the necessary time to achieve the expected results.

Finally, the project is managed by a small team made up of a Coordinator (the project had two coordinators, the first left the role at the end of 2019 and the beginning of 2020 and it took 6 months to recruit the second Coordinator) and an Assistant administrative and financial (who was unavailable throughout 2022 due to maternity and from November 2023, she was replaced by a UNV), a driver and a monitoring – evaluation officer (a UNV recruited in November 2023 but before that it was the Coordinator who combined the role with his function).

Overall, it is important to point out that despite the weaknesses reported, linked to the implementation of project activities, the qualities of implementation/supervision by UNDP and the execution of implementation partner works (Association Malagasy for Economic, Social and Environmental Development AMADES), the overall quality of the implementation is considered satisfactory.

***Finding 3: the provisions relating to project management are very necessary and contribute to strengthening the capacities of national structures, but the execution method (assisted NIM) is very tedious and lengthy and does not seem to be a factor in speeding up the implementation of activities.***

#### **4.3.2 \_ Planning of activities**

Planning of activities is done on the basis of a work plan which is developed and validated each year (PTA) and in a participatory manner at the level of the project steering committee. These PTAs (carried out since 2018) are well detailed and present for each component and expected product, the activities (and sub-activities) scheduled for the year, the responsibility for implementation, the planned budget as well as the chosen timetable. Since the start of the project, each year the PTA is submitted and approved by the steering committee meeting. Which is in accordance with the indications of the national part and the UNDP procedures. The quality of the planning is therefore assessed as satisfactory theoretically and the project management unit has perfect mastery of the rules set by this work planning and all stakeholders respect them rigorously. But this was not subject to any monitoring which would have made it possible to identify delays in the implementation of activities in a timely manner and subsequently make better decisions.

***Finding 4: Planning of activities through the PTAs validated by the steering committee sessions seems to be the determining factor that allowed the project to respect not only the indications of the national party but also the procedures of the UNDP and other stakeholders.***

### 4.3.3 \_ Financing and Co-financing

The Project is designed for a period from 2017 to 2022. Taking into account the context of COVID and other hazards, it has been extended two (2) times:

- First extension: November 2022 – November 2023
- Second extension: November 2023 – May 2024

The Project is financed by GEF trust funds (90.69%) and UNDP TRAC funds (9.30%). The financing plan over the duration of project implementation is as follows:

Table 11: Project Financing

Funding sources	Amounts (US\$)	Percentage
GEF Trust Fund or LDCF or SCCF or other vertical funds	1,950,000	90.69%
UNDP TRAC Resources	200,000	9.30%
Total Budget administered by UNDP	2,150,000	100%

Source: Prodoc and Consultants

The project co-financing is a combination of cash and in-kind contributions reflected by the commitment of certain stakeholders. The actual implementation of co-financing on the basis of the agreements established is as follows:

Table 12: Project Co-financing

Source of co-financing	Name of co-financier	Type of co-financing	Date of co-financing letter	Amount of co-financing mobilized (in USD)	Approved Co-financing Amount (in USD) (Planned in the Prodoc )	Amount of Co-financing (in USD) (realization )
UN Agency	UNDP	UNDP Contribution	June 30, 2023		200,000	347,299
NGO	GIZ	In kind	December 20, 2023		9,200,000	4,364,227
Government	MESD	In kind	August 25, 2023		400,000	3,319,415
<b>TOTAL</b>					<b>9,800,000</b>	<b>8,030,941</b>

Source: Project Document and data provided by the Coordinator

Analysis of the table shows that the amounts of co-financing carried out by actors greatly exceed the UNDP (73.64% overrun) and the Malagasy Government (+700% overrun). For GIZ, the amount planned for co-financing is significantly higher than the amount achieved.

Table 13: Project Financing and Co-financing (in USD)

Co-financing (Type/Sources)	UNDP own financing		Government		Partner Organization		Total Funding	
	Foreseen	Real	Foreseen	Real	Foreseen	Real	Foreseen	Real
Grants	200000	347299	400000	3319415	9200000	4364227	9800000	8030941
Loans/concessions								
In-kind support								
Other								
<b>TOTAL</b>	<b>200000</b>	<b>347299</b>	<b>400000</b>	<b>3319415</b>	<b>9200000</b>	<b>4364227</b>	<b>9800000</b>	<b>8030941</b>

Source: Project Document and data provided by the Coordinator



UNDP co-financing was used to support project management functions and the implementation of a number of project activities such as the preparation of materials for technical workshops as well as assistance in strengthening the community engagement during consultation workshops. The values concerning loans/concessions and in-kind support are not known.

The government co-financing is based on the participation of a broad representation of stakeholders from various ministries and their respective directorates employed in the various project activities, particularly the practical learning workshops and consultations. The values regarding loans/concessions and in-kind support from the government are not known.

GIZ co-financing is intended for capacity building activities and the construction of certain infrastructures. The values concerning loans/concessions and in-kind support from GIZ are not known.

#### **4.3.4 \_ Monitoring – evaluation of the project**

In accordance with the terms recommended in the project document, the Project Manager is responsible for daily management as well as regular monitoring of the results and risks of the project, including social and environmental risks. He ensures that all project staff maintain a high degree of transparency, responsibility and accountability in M&E and is responsible for reporting project results. It informs the Project Board of Directors, the UNDP Country Office and the UNDP/GEF Regional Technical Advisor (CTR) of any delays or difficulties that may arise during the implementation of the project so that corrective measures can be taken and appropriate support can be taken. Develops annual work plans, including annual production targets to support effective project implementation. It ensures that standard M&E requirements of UNDP and GEF are fully met. This indicates that the results indicator framework must be monitored annually and on time in order to produce an annual project progress report based on factual qualitative and quantitative data.

The additional requirements of the GEF in terms of monitoring and evaluation are based on:

- A project launch workshop and an inception report: A project inception workshop is organized a few months after the signing of the project document by all project stakeholders. This launch is sanctioned by a start-up report which covers the operational modalities for implementing the project, the various deliverables, monitoring – evaluation, the responsibilities of each stakeholder, the different planning, the audits to be carried out, etc.
- An annual Project Report/Project Implementation Report (APR/PIR): This report is prepared to assess: (i) progress made towards achieving the project objective and results; (ii) the products ( *outputs* ) of the project delivered under each result ( *outcome* ) of the project (annual); (iii) lessons learned/good practices; (iv) the annual work plan and other expenditure reports; (v) risk and adaptive management and finally (vi) ATLAS quarterly progress reports.
- A mid-term review of the project : which makes it possible to determine the progress made towards achieving the results and the different directions for the continuation of the project. It focuses on relevance, effectiveness, efficiency, sustainability and will identify issues requiring decisions and actions.
- A final evaluation: At the end of the Project, an independent final evaluation will take place, three months before the last meeting of the Steering Committee and will be conducted in accordance with UNDP-GEF guidelines . The final evaluation will focus on the production of project results as initially planned (and corrected after the Mid-Term Review , if such correction has taken place ). The final evaluation will examine the impact and sustainability of the results , including contribution to capacity development and achievement of global environmental benefits/goals .

- Learning and knowledge sharing: Project results must be disseminated within and beyond the project intervention area through existing networks and information sharing forums .
- Account audits: which are carried out annually to assess the conformity of procedures (administrative, financial and accounting).

Most of these requirements were implemented by the coordinator who ultimately sees himself “in the oven and the mill” and especially with the absence of a monitoring – evaluation manager within the project. However, it should be noted that in relation to the second and fifth deliverables of the monitoring - evaluation system, delays which call into question the quality assurance of monitoring - evaluation are recurrently reported. Monitoring progress made towards achieving the objective and results of the project, products ( *outputs* ) delivered under each result ( *outcome* ); lessons learned/good practices; risk and adaptive management, learning and knowledge sharing as well as the ATLAS quarterly progress reports which are key aspects of monitoring – evaluation were not held in accordance with the indicated schedules, which also impacted the quality of the monitoring – evaluation of the project.

The lack of a specialist in monitoring – evaluation from the start of the project until November 2023 (period of recruitment of a UNV responsible for monitoring – evaluation) to correctly and regularly monitor the progress made towards achieving the objective and project results, products ( *outputs* ) delivered under each result ( *outcome* ) as well as other aspects of monitoring – evaluation (notably lessons learned / good practices, risk and adaptive management, learning and knowledge sharing , the ATLAS quarterly progress reports) was important which considerably affected the quality of the monitoring – evaluation of the project.

The Project coordinator who therefore ensured monitoring – evaluation of the project until the recruitment of a UNV responsible for monitoring – evaluation in November 2023 was involved in ensuring that his small team maintained a high degree of transparency, responsibility and accountability. in M&E. Despite this involvement of the monitoring – evaluation coordinator and compliance with the UNDP requirements set out in the Policies and Procedures governing UNDP Programs and Operations and the UNDP Evaluation Policy, monitoring – evaluation was not up to par. height.

To better ensure quality assurance, the UNDP monitoring - evaluation manager got involved due to the absence of a monitoring - evaluation specialist for a long time in this UNDP's indications regarding monitoring - evaluation of projects / programs are respected. Despite this involvement, there are often delays in the production of quarterly reports.

The absence of a monitoring – evaluation specialist and a mechanism during implementation did not facilitate better monitoring of project progress and indicators. The project in its formulation and implementation did not give particular importance to the accountability dimension despite its roots and its importance for the country.

The design of monitoring – evaluation at project entry, the implementation of the plan and the overall quality are moderately unsatisfactory.

***Finding 5: The monitoring and evaluation of the project is based on the UNDP requirements set out in the Policies and Procedures governing UNDP Programmes and Operations and the UNDP Evaluation Policy. However, the absence of a monitoring and evaluation specialist and a mechanism during implementation did not promote better monitoring of project progress and indicators. The project in its formulation and implementation did not give due importance to the accountability dimension despite its anchoring and importance for the country. The design of monitoring and evaluation during the formulation and implementation of the project, the overall quality of monitoring and evaluation are moderately unsatisfactory.***

#### **4.3.5 \_ Stakeholder Participation**

During the project formulation phase, consultations were carried out with a number of stakeholders with the aim of defining reference values on the challenges and obstacles related to coordination, data management and information and improved decision-making for the global environment.

During the implementation of the activities, the project organized in-depth consultations, learning-by-doing workshops and awareness-raising dialogues with stakeholders in order to attract as many people as possible with the aim of to reduce the risks of marginalization of certain groups. The engagement of the parties' stakeholders through the consultations was decisive for the ownership of the project both at the central and decentralized levels.

Stakeholders are informed of the mechanisms for submitting concerns regarding the social and environmental impacts of the project. The first mechanism that stakeholders can use to express their concerns regarding project impacts is the grievance mechanism of the implementing partner (The Ministry of Environment, Ecology and Forests). The second is the existing project management procedures of the UNDP country office. Also, they can discuss with UNDP project staff through the Project Committee or by direct contact with the UNDP Governance and Environment Team Leaders.

The UNDP Social and Environmental Compliance Review and Stakeholder Response Mechanism provide a third mechanism for situations where project stakeholders have not been satisfied with the responses they received through the first two mechanisms. The Stakeholder Response Mechanism is used when the actions of the Implementing Partner or UNDP are the cause of the grievance.

The main stakeholders of the project are the ministries responsible for sectoral policies and legislation. They are present at national, regional and community level. A number of government agencies operating at national and local levels are responsible for managing natural resources and the environment, working with local community organizations and, in some cases, partnering with NGOs to undertake particular activities. Other stakeholders include the private sector and academic institutions who play an important role in the long-term sustainability of the project. The private sector is an important player in environmental issues.

The Ministry of the Environment assumes supervision and implementation of the project. It establishes the planning and management mechanisms necessary to oversee project inputs, activities and results.

The Directorate of Legal Affairs and Litigation ensures the lead of Component 1 of the Project (the integration of Rio obligations into the National Sustainable Development Plan), the Directorate of the financing mechanism the lead of component 2 (the sustainability of mobilization financial resources), the Directorate of Communication and Information System and the Directorate of Programming and Monitoring – evaluation the lead of component 3 (the establishment of an information system to improve monitoring and assessment of global environmental impacts and trends at the national level), the Directorate for the Promotion of Research and the integration of the Sustainable Development approach, the lead of Components 4 and 5 (the strengthening of structures and mechanisms for integration and application of compliance with the Rio Conventions within the framework of sectoral and regional development planning, awareness raising and public awareness of the integration of the Rio Convention ).

The Department of Programming, Monitoring and Evaluation (DPSE) ensures monitoring and evaluation of the project. The UNDP Country Office supports the Ministry, at its request and as needed.

Overall the stakeholders of the project namely the Ministry of the Environment, the UNDP, the focal points of the three Rio conventions (desertification, climate change and

biodiversity), the different directorates of the MESD in charge of leading the five (5) components, the focal points at the levels of the Ministries of Agriculture, Mines, Water, Higher Education, Justice, Energy, Territorial Planning, Decentralization, National Education, transport/meteorology and economics, the National Forest Technician Training Center (CNFTF), AMADESE and the beneficiaries (notably women's groups) participated in various project activities :

- Participation in capacity building working group meetings
- Contribution to capacity needs assessment
- Participation in the political and financial base team
- Participation in high-level political dialogue events
- Participation in national stakeholder forums
- Contribution to identifying the type and format of environmental information
- Contribution to determining channels and flow of appropriate environmental information
- Contribution to the integration of the Rio Convention at the national level
- Contribution to the long-term integration strategy at national level
- Contribution to intersectoral integration
- Participation in learning networks

***Finding 6: Although stakeholder participation is well defined, it is important to note the absence of a real commitment plan to accelerate and consolidate the full internalization of global environmental obligations in the country's sustainable development priorities .***

#### 4.3.6 \_ Data Communication

The various activity reports produced by the project and submitted to the main stakeholders (Ministry of the Environment, UNDP and GEF) provide indications on the progress of the project. These reports provide information on: (i) the results of the project and in particular the results achieved for each component; (ii) major challenges and lessons learned; (iii) risk analysis and management; (iv) partnership and resource mobilization; (v) monitoring-evaluation; and (vi) prospects.

***Finding 7: Despite the availability of supports for data communication, it is important to note the absence of a monitoring – evaluation specialist and/or a communication manager expresses that the project did not attach importance to choice in the data communication dimension.***

#### 4.3.7 \_ Project Communication

In the Project document, Component 5 includes activities that aim to increase the use of the Internet and social media to disseminate data and information. A Facebook page (or appropriate social media equivalent) was planned to publish environmental information and the integration of the Rio Convention into public policies. These activities should be based on existing social networks and websites. For example, the websites of various government ministries should be linked and a unified web page that provides information on the activities of the Rio Convention. This website will also serve as a repository for materials produced

as part of the project. It requires a significant investment of personal hours in its management, to ensure that it is functional on a daily basis. With regard to project communication, it is important to point out that the main weakness observed and reported concerns not only the insufficient communication on knowledge of the issues of the Rio conventions but especially on the results of the project both at the central level and at the decentralized level. In addition, the project has no communication strategy and no microprogram on the centralization and dissemination of good practices for the integration of the obligations of the Rio Conventions is available to give more visibility to the project. Also, no manual has been developed on good practices for the project.

***Finding 8: Insufficient communication on knowledge of the issues of the Rio conventions and on the results of the project both at the central level and at the decentralized level was a limiting factor for the visibility of the project. The project has no communication strategy and no microprogram on the centralization and dissemination of good practices for the integration of the obligations of the Rio Conventions is available to give more visibility to the project. Also, no manual has been developed on good practices for the project.***

#### 4.4 \_ Relevance / Coherence of the Project

The relevance and coherence of the project is assessed on several levels:

- i. **In relation to the Theory of Change:** The relevance of the theory of change which facilitates evaluation by providing a framework for measuring progress towards expected results through an analysis of cause and effect relationships is clearly understood with actions which highlighted the strengthening of the capacities of national structures. The assumptions made are well justified and realistic . The development of institutional, systemic and individual capacities has enabled the Department of Environment to take initiatives in support of the country's obligations in relation to the three Rio conventions. Finally, it is important to note that the project is well designed to help sustain the expected results and achieve long-term changes. The transformative aspect of the project lies in the strengthening of institutional links between national entities and decentralized ones.
- ii. **In relation to national instruments/priorities:** The Malagasy government, as part of its sustainable development priorities, has been committed to the three Rio conventions for more than three (3) decades. It is in this context that it received support from the Global Environment Facility (GEF) to conduct the National Self-Assessment of Capacities to Strengthen (AENC) with the support of UNDP. The AENC ended in 2014 and resulted in an initiative that aims to strengthen national capacities for meeting global environmental obligations as part of sustainable development priorities. So historically, upstream, there was a project on the National Self-Assessment of Capacities to Strengthen (AENC), through which an inventory of capacities was made in a participatory manner.



The capacity inventory resulted in a capacity building project with 4 components: integration into national strategies, resource mobilization, institutional structure and mechanism, information system for environmental management and awareness and education.

Several entities, including the DPSE, were fully involved in the development of the logical framework of the Rio project. The DPSE is the institutional memory of the projects, to the extent that it is in charge of planning within the MESD. It establishes the annual activity plans (AWP) of the MESD which compile and integrate all the different units, in particular those relating to the obligations linked to the Rio conventions, while ensuring coherence between them and adequacy with the objectives/priorities national. Other units may not know what has been done previously, given the frequent changes at the level of decision-makers and the absence of real archiving and transmission of documents during service handovers. The involvement of stakeholders, in particular the DPSE with the MESD, during the design of the project, guarantees, in some ways, the taking into account of national concerns and targets in the project. The Malagasy Government has therefore recognized the threats weighing on its natural resources and its environment and has demonstrated its interest in addressing them through the preparation of various programs, policies, plans and strategies, as well as the ratification of numerous MEAs.

It should also be remembered that the Malagasy government, on the basis of its Environmental Charter and the National Action Plan for the Environment, has developed numerous other policies and strategies. These include the National Action Plan for the Fight against Desertification and Drought, the National Land Management Policy (2005), the National Action Plan for Adaptation to Climate Change in Madagascar (2006) and the National Policy on Environmental Education for Sustainable Development (2013). The Durban Vision of 2003 was a crucial document that established a clear national policy on the creation of a network of protected areas as well as objectives for its further development.

The Malagasy Environmental Charter, approved by the Malagasy Council in 2013, and the National Environmental Policy (2010) are the two main political instruments that define the vision and priorities for good governance and management of the environment and natural resources in Madagascar. The National Poverty Reduction Strategy and the National Strategy for the Sustainable Management of Biological Diversity were revised in 2007 to align with the Madagascar Action Plan 2007-2012 and more effectively integrate biodiversity policy. Madagascar has also adopted several other policies such as the Climate Change Policy (2010) and the Pollution Management Policy (2010). The 2010 Constitution of Madagascar also calls for environmental protection. Article 141 stipulates that the authorities must ensure the preservation of the environment and the improvement of the standard of living.

The project responds to national priorities, policies and strategies such as the UNDAF, the Second National Communication (2010) and the NBSAP. It is also aligned with the National Development Plan which was called for in the 2014 AENC, as well as the post-2015 Sustainable Development Goals. The Government of Madagascar has adopted the National Development Plan for the period 2015-2019. This plan aims to address the impact of the political and social crisis by implementing a set of institutional reforms. An expected outcome of this plan is improved and responsible management of natural resources that aligns with economic development policies.

The capacities necessary to comply with the obligations linked to the Rio conventions are also highlighted in the National Action Plan for the Environment and Sustainable Development (PANEDD) 2020-2030 adopted in 2023.

The CCCD-Rio project particularly contributes to strategic objectives 1 and 5 of PANEDD as can be seen in the box below:

**PANEDD strategic objectives**

Strategic objective 1. Strengthen environmental governance for sustainable development  
Expected result 1.3. Development and planning policies are inspired by the dimensions and approaches of Sustainable Development

Strategic Objective 5 . Establish environmental leadership for the coordination and sustainability of actions at different levels (international, regional, national, subnational)  
Expected result 5.1 . The alignment of interventions towards the sustainable development process (intersectorality and national, regional and local level) is ensured thanks to the leadership of the MESD.

The PANEDD underlines in particular that “the leadership of the MESD requires developing a communication strategy, the establishment of a coordination system, etc.; (in particular) the establishment of intersectoral coordination structures, the design and implementation of an innovative sustainable financing mechanism....

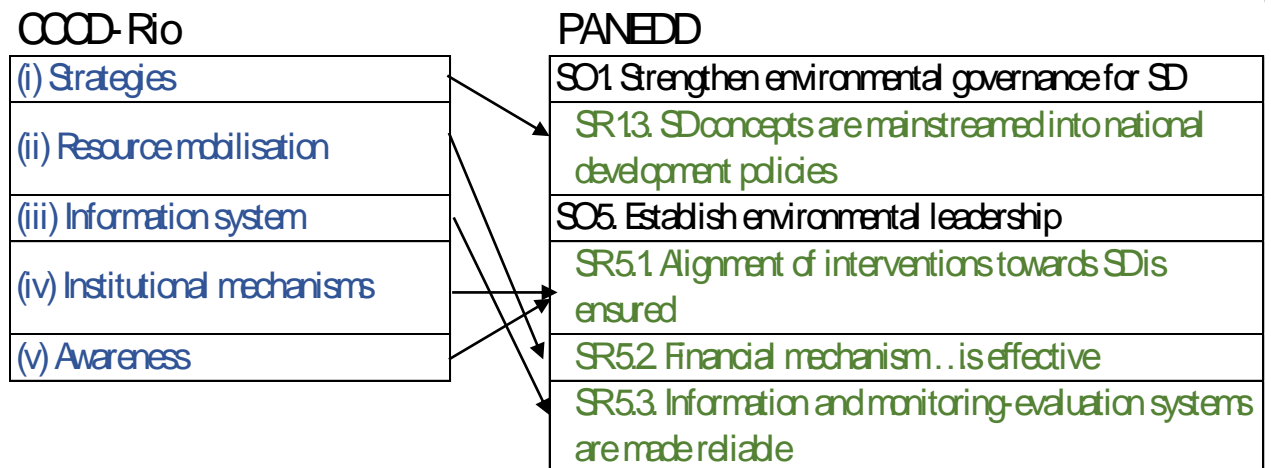
Expected result 5.2. The financial mechanism for the environment and sustainable development sector is functional and operational

The PANEDD plans in particular to: “Implement a strategy for mobilizing financing for environmental actions at the national level”; “Make a plea to donors”; “Set up a financing mechanism”; “Valuing the international conventions ratified by Madagascar for the sustainable development of natural resources”; “Mobilize external financial resources”.

Expected result 5.3. The information and monitoring-evaluation systems are made reliable.

The PANEDD highlights the need to “make the environmental information system more reliable”

**PANEDD strategic objectives and CCCD-Rio project objectives**

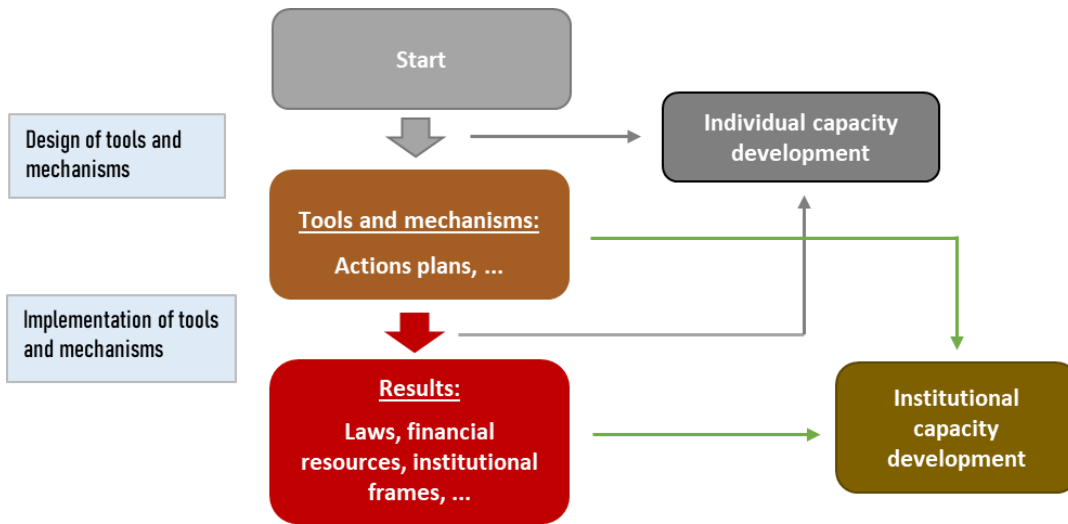


As an integration project of the Rio Convention, the proposed strategy is intended to be an approach aimed at addressing the barriers identified in Madagascar's 2014 AENC. The AENC Capacity Building Strategy describes an approach by which a set of capacity development actions for each of the three Rio conventions (which defines a framework of key capacity development actions that covers all three conventions) could be undertaken. The Capacity Building Strategy is supplemented by an Action Plan which describes all the priority areas and the transversal capacity building actions to be implemented. This CCCD project is a component of the Action Plan . So the Rio project is well aligned with these different national instruments.

- iii. **In relation to the synergy and complementarity of actions within the UNDP and the interventions of other actors:** For the internal coherence (within UNDP) of the RIO project, it is important to remember that the environment to which the RIO project falls has always been outside of governance during the 2015 – 2019 UNDP programming cycle. It was during the 2021 – 2023 UNDP programming cycle which underwent changes that the RIO project which aims to strengthen national capacities (environmental governance) in the implementation of the three conventions (climate change, biodiversity and the fight against desertification) was transferred to the environment unit which deals in particular with environmental governance. During the implementation of project activities, there was a strong synergy between the two units, namely governance (which does not have in-depth and technical knowledge on environmental issues) and environment/sustainable development ( whose technical skills on environmental issues are recognized within the UNDP). For external coherence (with the efforts of the government and those of other international partners) , we have noted an articulation and refocusing of activities at the levels of the different central directorates at the level of the Ministry of the Environment ( Directorate of Promotion of Research and Integration of the Sustainable Development Approach, Directorate of the Sustainable Financing Mechanism, Directorate of Legal Affairs and Litigation, Directorate of Communication and Information System, Directorate of Programming and Monitoring-Evaluation) . The components of the project under the leadership of these different departments fit perfectly into their missions and those of all partners who intervene in the context of biodiversity, the fight against desertification and the fight against climate change.
- iv. **In relation to the United Nations Development Assistance Framework and the UN capacity building model:** The Project is consistent with two effects of the United Nations Development Assistance Framework, in particular:
- Vulnerable populations in intervention areas have access to income and employment opportunities, can improve their resilience and contribute to inclusive and equitable access to sustainable development;
  - Public institutions, civil society and the media, at central and decentralized levels, effectively exercise their roles and are responsible for peaceful governance that protects human rights;
  - Populations in intervention areas, particularly vulnerable groups, have access to and use basic, quality social services.

The RIO project, , stands on the design and implementation of tools and mechanisms according to the adaptive collaborative management approach. The project follows the capacity building framework of the United Nations system, which highlights the need to consider three levels of capacities: individual capacities, institutional capacities and the general environment (social, economic, cultural, etc.). The process of developing tools and mechanisms contributes to strengthening individual capacities. These tools and mechanisms are themselves essential components of institutional capacity. Ownership of this process and the tools/mechanisms themselves contributes to strengthening the general environment (in particular, the environment for the implementation of the Rio conventions). The capacity building plan according to the project is as follows:





- v. **In relation to the UNDP Country Program:** The project is finally consistent with the two priorities of the Country Program (CPAP 2015-2019), namely the strengthening of governance, the rule of law and the establishment of fair justice and economic recovery through the creation of a stable socio-political environment, the maintenance of macroeconomic stability and the restoration of an attractive business environment. The coherence is more apparent with the result which concerns structural transformation, the strengthening of sustainable productive capacities and good environmental governance are effective and promote the creation of jobs and livelihoods for the benefit of poor or vulnerable populations, especially women. and young people.
- vi. **In relation to the GEF Strategic Priorities:** The Project objective corresponds to the strategic priorities of the GEF. The Project relates to the GEF Multifocal areas (including biodiversity, land restoration and climate change). The results and indicators have been defined to take into account the areas of intervention of the GEF.

***Finding 9: The relevance and coherence (internal and external) of the project are very satisfactory, the theory of change is clearly understood through the actions which highlight the strengthening of the capacities of national structures. The assumptions made are justified and realistic. The project perfectly meets the commitments made by the country in terms of biodiversity conservation, the fight against desertification and climate change. The Project is in line with the UNDP Country Program and the United Nations Development Assistance Framework. The results and indicators have been defined to take into account the areas of intervention of the GEF***

## 4.5 \_ Project Effectiveness / Progress made towards achieving results

### 4.5.1 \_ Analysis Of Progress Made Towards Achieving Results

The project started in 2018 and is expected to end in July 2022. Due to the subsequent disruptions linked to the impacts of the COVID pandemic and resulting in recommendations from the project steering committee, meeting on December 8, 2021, the project benefited a first extension (until November 2023) and a second (until May 2024)

According to the PIR (Project Implementation) report Review ) of 2020, the first coordinator left his position in December 2019 and the new coordinator was recruited six months later, i.e. in June 2020. The project experienced a delay in the implementation of activities of approximately eleven months, including six (6) months for the recruitment of the new coordinator and five (5) months for the administrative and logistical aspects at launch (July to December 2017) not counting the slowdown (due to restrictive measures) in the implementation of activities during the period of Covid-19.

The activities planned in the project document by component are as follows:

- **For Component 1** (A national sustainable development strategy/plan fully integrates the obligations of the Rio Convention): under this component, the following activities are planned in the project document:
  - Comprehensive policy and legislative analysis of environmental governance which will involve carrying out an updated assessment of the current set of national policies and legal instruments to determine the extent to which they are effectively implemented;
  - Updating key legislation through recommendations drawn from the assessment update of the current set of national policies and legal instruments will inform the targeted formulation of regulations and guidance for a better understanding of existing legislation to catalyze improved compliance;
  - Integration of Rio Convention Obligations into regional and sectoral development plans;
  - The development of the Roadmap to integrate and align the Rio Conventions with sectoral development plans to place greater emphasis on strengthening the links between the PND and global environmental obligations.

During implementation, the various results achieved under this component are as follows:

- Analysis of political and legal frameworks for the implementation of the Rio conventions: this activity is linked to the comprehensive political and legislative analysis of environmental governance which will involve carrying out an updated assessment of the whole current state of national policies and legal instruments to determine the extent to which they are effectively implemented.
- Support for the development of a roadmap for updating the MECIE decree (set of basic regulatory texts which governs environmental impact studies) and the guide for integrating RIO conventions into local plans. development at commune and district levels: this activity is linked to the development of the Roadmap to integrate and align the Rio conventions with sectoral development plans in order to place greater emphasis on strengthening links between the PND and global environmental obligations. It also takes into account the integration of the Obligations of the Rio Conventions integrated into regional and sectoral development plans.

The activity planned in the project document and which concerns the updating of key legislative texts through the recommendations drawn from the evaluation of updating the current set of national policies and legal instruments will inform the formulation targeted regulations and advice for a better understanding of existing legislation has not been carried out formally. However, the project was keen to carry out certain activities which lay the foundations for the activity in question, these are:

- The development of the concept note for justification and framing of the process of developing the national sustainable development strategy (SNDD) in Madagascar;
- Coherence analysis of texts on the extractive sectors (Mining and oil);

- Coherence analysis of texts on environmental governance;
- Coherence analysis of texts on the water sector.

***Under this component, out of four (4) planned activities, three (3) activities were formally carried out by the project.***

***Which gives a physical execution rate of 75%***

- **For Component 2** ( more sustainable mobilization of financial resources ): under this component, the following activities are planned in the project document:
  - Developing a Resource Mobilization Strategy for Financial Sustainability through a review and compilation of existing resource mobilization strategies and financial plans that have been prepared in recent years;
  - the development of policies and procedures for improved monitoring and surveillance of the financial resources mobilized;
  - the EMIS Revenue Stream Test for the Rio Conventions

During execution, the different activities are carried out by the project:

- Analysis of financing avenues for the environment sector;
- The development of the strategy for mobilizing financial resources for the environment: this activity is part of the development of a Strategy for mobilizing resources for financial sustainability through a review and compilation of existing strategies for mobilizing financial resources. resources and financial plans that have been prepared in recent years

Activities relating to the development of policies and procedures for improved monitoring and surveillance of the financial resources mobilized as well as The EMIS revenue flow test for the Rio conventions provided for in the document could not be carried out.

***Under this component, out of three (3) planned activities, only one (1) activity is carried out by the project.***

***Which gives a physical execution rate of 33%***

- **For Component 3** (The establishment of an Environmental Management Information System to improve the monitoring and assessment of global environmental impacts and trends at the national level): under this component, it is planned in the project document for the following activities:
  - Assessment of the current database and management information systems which will help identify specific gaps and weaknesses, as well as opportunities to improve access to data and information for decision-making more informed decisions for the global environment;
  - Compilation and analysis of Indicators that will improve the determination of global environmental benefits provided by development interventions;
  - Carrying out standardized data collection methods;
  - The establishment of an Integrated Environmental Management Information System (EMIS);
  - Identification of Best Practices for carrying out Environmental Impact Assessments and Strategic Environmental Assessments;
  - Anticipated implementation of the EMIS.

The different activities carried out by the project are:

- The development of the Environment Statistics Development Framework (CDSE) and its updating;
- The establishment of an Information System for Environmental Management (SIGE).

The activities carried out appear to indirectly cover the assessment of the current database and management information systems , the compilation and analysis of indicators that will improve the determination of global environmental benefits provided by development interventions, the implementation of standardized data collection methods , establishment of an Integrated Environmental Management Information System (EMIS) . But the identification of Best Practices for carrying out Environmental Impact Assessments and Strategic Environmental Assessments is not carried out.

***Under this component, we can generally note that out of six (6) activities planned, five (5) are carried out by the project.***

***Which gives a physical execution rate of 83%***

- **For Component 4** (Strengthening institutional structures and mechanisms for the integration and application of compliance with the Rio Conventions in sectoral and regional development planning frameworks): under this component, it is provided for in the project document the activities below:
  - Carrying out the in-depth institutional analysis of environmental governance which will complete the political and legislative analysis;
  - Capacity building of an Inter-ministerial Committee on MEAs to provide high-level political legitimacy behind the implementation of the PND and related sectoral development policies (which better reflect the obligations of the Rio Convention);
  - Strengthening the capacities of technical inter-departmental coordination committees;
  - Improving real-time monitoring and compliance mechanisms;
  - Piloting best practices in regional integration;
  - Comprehensive updating and streamlining of environmental mandates of government agencies.

The different activities carried out by the project are:

- Institutional analysis of the MESD and sectoral and regional integration structures;
- The development of the guide for integrating environmental dimensions into local plans;
- Capacity building of an Inter-ministerial Committee on MEAs to provide high-level political legitimacy behind the implementation of the PND and related sectoral development policies (which better reflect the obligations of the Rio Convention);
- Strengthening the capacities of technical inter-departmental coordination committees;
- Piloting best practices in regional integration.

The activities carried out appear to cover all the activities planned in the project document. Some key activities were not effective, including:

- Improving real-time monitoring and compliance mechanisms;
- Completely updating and streamlining the environmental mandates of government agencies.

***Under this component, it should be noted that out of six (6) activities planned, four (4) are carried out by the project.***

***Which gives a physical execution rate of 67%***

- **For Component 5** (Raising awareness and public awareness of the integration of the Rio Convention): under this component, the following activities are planned in the project document:
  - The organization of Project Launch and Results Conferences and surveys among public sector stakeholders;
  - Training Needs Assessment to implement the obligations of the Rio Convention through mainstreaming;
  - The development of training programs for the integration of the Rio Convention, including training programs;
  - Training of trainers on best practices to make the Rio Conventions operational;
  - Organization of a Public Awareness Campaign and implementation plan to strengthen stakeholder assessment of the global environment and its conservation through integration, with particular attention to development sustainable and the three Rio Conventions;
  - The organization of dialogues and awareness-raising workshops;
  - Visibility on the Internet of good practices for the integration of the obligations of the Rio Conventions

During execution, the different activities are carried out by the project:

- Training of Twenty Two (22) journalists on the Rio conventions and the synergies/interrelations between these conventions;
- Training of CSOs and identification of organizations with strong capacity for community mobilization;
- The adoption of a Seed Initiative for Environmental Actions;
- The development of the guide to organizing world days;
- The development of a glossary on the Rio conventions and sustainable development to harmonize training, communication and awareness messages;
- The development and adoption of a Guide to the implementation of environmental education policy for sustainable development at the local level;
- The production of the “Ako Rio” electronic bulletin: since January 2020, an electronic bulletin has been distributed regularly. This bulletin is intended for all contacts established through email addresses (members of the C5, members of the GDTT, regional women's associations, youth associations, associations of trained journalists, DREDDs) on good practices for the integration of the obligations of the Rio Conventions ;
- the organization of a public awareness campaign and implementation plan with a view to strengthening the assessment by stakeholders of the global environment and its conservation through integration: This activity concerned an audience of Around a hundred people made up of the main heads of institutions in the country and representing the project stakeholders.

- The organization of Launch and Project Results Conferences and surveys among public sector stakeholders: a launch conference was carried out by the Ministry, the National Directorate, the UNDP and the PMU;
- The development and adoption of an Awareness Guide for CSOs and the private sector.

All the activities planned under this component in the project document are practically carried out but require real consolidation.

***Under this component, out of seven (7) planned activities, seven (7) are carried out by the project.***

***Which gives a physical execution rate of 100%***

Regarding issues relating to the training program for the integration of the Rio Conventions, curricula, training materials and modules, the process of integrating the Rio Conventions is underway in collaboration with the Ministry of National Education. The integration strategy was adopted in this framework, and the development of corresponding educational materials, integrated into the specifications of the design office recruited for this purpose.

Furthermore, after identifying post-COVID needs, the project was able to significantly mobilize funds from the UNDP (post-COVID fund) to support certain women's groups in the project intervention area to adopt certain good practices which particularly on the biological fertilization of soils and the abandonment of the use of chemical fertilizers. Testimonials on the progress made in relation to this activity were collected and are as follows:

Around ten women's groups from Antoby Est (made up of approximately 2,000 women) affirm that the support of the project in relation, for example, to the adoption of liquid compost and compost worm castings contributed significantly to the abandonment massive (more than 80%) use of chemical fertilizers in production areas, which contributes to increasingly reducing the problem of soil salinization, especially in rice fields. In addition, these women are perfectly aware of the comparative advantages of using these organic fertilizers on the soil and on crops. The training received by these women's groups for the adoption of good fertilization practices has promoted income generation in addition to the benefits observed in terms of soil conservation and restoration since some women have become sellers of solid compost (compost worms). and liquid compost in many localities in the project intervention area, this is the case, for example, for certain women from the Antoby Est women's groups, as can be seen in the images below:



Photo of members of women's groups who create income-generating activities

The various progress made by the project is as follows:

- The CCCD Rio Project contributed to supporting the implementation of the national policy and strategy for environmental education and communication on the environment in Madagascar ( PANErEDD and SNICEDD) but, it is important to point out that the ministry of the environment experienced many difficulties in the implementation of this activity due in particular to a glaring lack of adequate financial resources. The strategy provided by the Project was rather focused on compliance with the obligations of the Rio conventions and made it possible to move forward in the implementation of these national policies and strategies.
- The establishment of the technical committee (C5) greatly helped the National Secretariat (SE- PErEDD ) and the National Council ( CNErEDD ), structures within the MESD, to achieve their mandate. These two structures are considered too heavy on the operational level and were unable, for example, to hold meetings due to lack of budget. The C5 committee on the other hand was able to hold meetings every two months, remember that all the members of the National Council are practically represented within C5. This is why the component committee is very large with sometimes almost thirty participants during the meetings. Many points to be dealt with within the National Council were also the subject of discussions within C5. However, the C5 component cannot in any way replace the National Council. One form of collaboration, for example, is identified with the “environmental lexicon” activity. This is an activity also identified at the level of the National Council and the final validation of the document is carried out at the level of this Council upon convocation of the National Secretariat in principle. The contribution of the CCCD Rio Project also made it possible to carry out large-scale concrete actions at the country level. Indeed, the workshops carried out at the level of the different regions (practically in all regions of Madagascar) with regional ministerial officials and the private sector, the workshops with the DREDDs (Regional bodies of MESD), women leaders, youth association leaders from all regions , journalists, now leave traces at the level of the target groups affected.
- The wishes of the MESD through the DPRID3 to move on to the implementation of the strategy at the regional level coincide with the planning of the Project. Indeed, after the training at the central level (GDTT, C5, DREDD, women, young people,

journalists), it seemed appropriate to carry out cascade training to reach the grassroots communities. The collection of good practices and the identification of best practices are carried out with those involved in the field. These best practices also vary depending on the situations, specificities and contexts of the environment. This is therefore the promotion of “action research”, training activities, based on practical cases with the aim of strengthening the capacities of actors on the ground so that they themselves can resolve their specific problems. .

- The Project also made it possible to concretize the partnership with key education and communication institutions, namely the Ministry of Communication and Culture (MCC) and the Ministry of Education and Technical and Vocational Training. (MEFTP). The agents of these ministries are very active and very present in the C5 technical committee. Many exchanges are carried out with those responsible for the MESD within the structure, which makes it possible to resolve many problems linked to the three conventions. Many projects are also in the works (training of journalists throughout the country with the MCC).
- The activities within the framework of the Project were also able to bring about many improvements in terms of relations with stakeholders. For example, close collaboration with the National Focal Points (NFP) of the conventions made it possible to carry out training modules and deepen the knowledge of national actors on essential points. In addition, the presence of NGOs and representatives of civil society in the GDTT and the C5 now provides a broader vision of the environmental problem in Madagascar.

The progress matrix towards the results on the assessment of project performance ( table 1, above) is generally presented as follows:

Table 13: Project Progress Matrix

Green = completed	Yellow = in progress	Red = not in progress
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	Results Indicators	Reference	Target at the end of the project	Target values at the end of the project	Rating		
<b>Objective of the project :</b>	Indicator 1: Number of new partnership mechanisms with funding for sustainable management solutions for natural resources, ecological services, chemicals and waste at national and/or sub-national level.	<ul style="list-style-type: none"> <li>• Partnerships to pursue the Sustainable Development Goals and Rio Convention obligations are almost exclusively based on externally funded projects and/or as needed during implementation.</li> </ul>	<ul style="list-style-type: none"> <li>• An inter-institutional committee responsible for overseeing the implementation of the National Sustainable Development Strategy (NSDS) which fully complies with the Rio Conventions (and other MEAs) is officially adopted at Cabinet level. This committee is supported by the institutionalization of committees of technical experts who inform the</li> </ul>	1			



			SNDD Coordination Committee.			
	<p>Indicator 2: (a) Number of additional people benefiting from enhanced livelihoods through solutions for the management of natural resources, ecological services, chemicals and waste; (b) Number of new jobs created by solutions for the management of natural resources, ecological services, chemicals and waste.</p>	<ul style="list-style-type: none"> <li>The beneficiaries of sustainable alternative livelihoods through improved natural resource management options are largely through project-based interventions. The baseline for this project is set to zero, compared to the number of unique stakeholders benefiting from the project's small grant activities</li> <li>Policy interventions on natural resource management are primarily undertaken by consultants contracted by externally funded projects who are overseen by the relatively small staffs of the relevant government agencies</li> </ul>	<ul style="list-style-type: none"> <li>At least 150 stakeholders directly benefited from the small grant activities funded under the project</li> <li>Filled civil servant positions that are directly linked to the monitoring and implementation of the Rio Conventions under the NSSD increased by 15%</li> </ul>	2000 people benefiting from small activities financed with project support, instead of 150 planned.		
	<p>Indicator 3: Extent to which legal or policy or institutional frameworks are in place for conservation, sustainable use and access to and sharing of benefits from natural resources,</p>	<ul style="list-style-type: none"> <li>Different policy and legislative instruments are in place, but many are not sufficiently understood and applied, nor is there sufficient documentation and awareness to better interpret</li> </ul>	<ul style="list-style-type: none"> <li>At least three sets of legal texts, e.g. administrative regulations, have been formulated and approved to catalyze the implementation of the Rio Convention under the NSSD</li> <li>Outreach activities were carried out with at least 250 unique participants,</li> </ul>	No formulated texts		

	<p>biodiversity and ecosystems.</p>	<p>and apply policies and legislative instruments for the implementation of the Rio Convention</p>	<p>at least half of whom are regional or local actors</p>				
	<p>Indicator 4: Extent to which capacities to implement national or local plans for integrated water resources management or to protect and restore the health, productivity and resilience of oceans and marine ecosystems have improved.</p>	<ul style="list-style-type: none"> <li>Government agency staff have basic management capabilities to oversee the implementation of various natural resource management plans, but these rely largely on old or outdated approaches</li> </ul>	<ul style="list-style-type: none"> <li>At least 90% of government technical staff actively participated in technical training on innovative approaches to implementing Rio Convention obligations under the NSSD</li> </ul>				
	<p>Indicator 5: Number of direct beneficiaries of the project.</p>	<ul style="list-style-type: none"> <li>The beneficiaries of sustainable alternative livelihoods through improved natural resource management options are largely through project-based interventions. The baseline for this project is set to zero, compared to the number of unique stakeholders benefiting from the project's small grant activities (same as indicator 2)</li> </ul>	<ul style="list-style-type: none"> <li>At least 150 stakeholders directly benefited from small grant activities funded under the project (same as indicator 2)</li> </ul>				
	<p>Indicator 6: Increase in the number of policy interventions that specifically cite fulfillment of Rio</p>	<ul style="list-style-type: none"> <li>Monitoring the extent to which the obligations of the Rio Convention are being met</li> </ul>	<ul style="list-style-type: none"> <li>Strengthening the Environmental Management Information System includes indicators and methodologies</li> </ul>				

	<p>Convention obligations</p>	<p>is undertaken almost exclusively through project activities authorized and funded by the GEF. Although national development and sector plans may reference the Rio Conventions, they do not include indicators to monitor their achievement</p>	<p>associated with national sector plans to be included in their respective monitoring and evaluation plans. The NSDS will include a comprehensive set of these indicators. At least one sector plan includes these indicators.</p>				
<p><b>Component 1:</b></p>	<p>Indicator 7: A national sustainable development plan that fully integrates the obligations of the Rio Convention is developed</p>	<ul style="list-style-type: none"> <li>• The requirements of the Rio conventions are not adequately integrated into sector development planning</li> </ul>	<ul style="list-style-type: none"> <li>• Comprehensive policy and legislative analysis of environmental governance completed by month 7</li> <li>• Updated legislative texts finalized by month 24</li> <li>• The integration of the Rio conventions into regional and sectoral development policies and plans is piloted by month 42</li> <li>• 15% of local development plans revised to integrate environmental concerns in month 42</li> <li>• Stakeholders (at least 40% women) receive training on how to apply planning methods that reflect the global environment</li> <li>• SNDD and operational roadmap is integrated, approved and adopted by all stakeholders by month 54</li> </ul>				

<b>Component 2:</b>	Indicator 8: Resource mobilization strategy is developed to provide long-term financing for EMIS	<ul style="list-style-type: none"> <li>Government agencies responsible for the Rio Conventions have limited budgetary funds</li> <li>Monitoring of financial resources is currently characterized as unsatisfactory and insufficient to meet the requirements of the three Rio Conventions</li> <li>Inadequate long-term funding is accessible to ensure the institutional viability of existing information systems</li> <li>Government agencies responsible for the Rio Conventions have limited budgetary funds</li> </ul>	<ul style="list-style-type: none"> <li>RMS is adopted by key stakeholders and formally approved by month 54</li> <li>The resource mobilization strategy includes best practices for increasing and allocating funds to achieve global environmental goals through decentralized decision-making</li> <li>Monitoring and surveillance system established and fully operational by month</li> <li>EMIS revenue stream tested by month 54</li> <li>At least 10% of financing needs in the RMS have been mobilized by month 55</li> <li>50 stakeholder representatives participated in resource mobilization workshops</li> <li>A set of clear operational guidelines and innovative financing tools strengthen the systemic capacities needed to ensure the legitimacy, resilience and long-term</li> </ul>	<p>-The RMS has been technically validated</p> <p>-The monitoring system has not yet been applied, for monitoring income flows, nor for mobilizing funds.</p> <p>-</p>			

			<p>sustainability of the Global Environmental Governance Fund</p> <ul style="list-style-type: none"> <li>• Medium-term investments to ensure the stability of central and local structures and decision-making mechanisms</li> <li>• Technical support structures have sufficient financial and human resources</li> </ul>				
<p><b>Component 3:</b></p>	<p>Indicator 9: An Information System on Environmental Management is developed</p>	<ul style="list-style-type: none"> <li>• There is an inadequate system for information and knowledge management and insufficient information exchange between or within sectors despite the existence of various environmental committees and units</li> <li>• Madagascar's environmental governance framework is weak in terms of financial sustainability and institutional memory</li> <li>• The capacity of key actors to translate environmental information into decision-making is weak and dispersed across many organizations</li> <li>• Collection and use of up-to-date environmental management information is poorly coordinated</li> </ul>	<ul style="list-style-type: none"> <li>• Initial assessment of current databases and management information systems completed by month 6</li> <li>• Environmental and sustainable development indicators finalized by month 48</li> <li>• Data collection and tracking methods standardized by month 24</li> <li>• Best practices for conducting environmental impact assessments and strategic environmental assessments identified and demonstrated by month 51</li> <li>• Integrated EMIS is fully implemented by month 53</li> <li>• The EMIS will meet the objectives of the Rio Convention, including recommendations to streamline and harmonize data and information management systems</li> <li>• A clearinghouse within EMIS for data collection on the three Rio</li> </ul>				

		<ul style="list-style-type: none"> <li>• There is limited exchange of information and communication between different administrative levels</li> </ul>	<p>Conventions is established</p> <ul style="list-style-type: none"> <li>• Assessment of user information needs for indicators</li> </ul>				
<p><b>Component 4:</b></p>	<p>Indicator 10: the integration mechanisms of the Rio Convention are developed</p>	<ul style="list-style-type: none"> <li>• There is little interministerial coordination on the implementation of natural resource and environmental policies.</li> <li>• The data collected is not done in a standardized manner, leading to difficulties in compiling data for a country-wide report.</li> <li>• There is poor harmonization of legislation and ambiguity regarding the scope and responsibility of enforcement.</li> <li>• There is considerable confusion over responsibilities and mandates</li> <li>• The requirements of the Rio Conventions are not adequately integrated into sector development planning</li> </ul>	<ul style="list-style-type: none"> <li>• In-depth institutional analysis of environmental governance completed by month 6</li> <li>• The interministerial committee on AMEs was strengthened by month 10 and meetings were held twice a year</li> <li>• Intergovernmental coordination of technical committees established by month 10 and meets twice a year</li> <li>• Monitoring and compliance arrangements are fully operational by month 48</li> <li>• Rio Convention mainstreaming mechanisms are developed from month 25, used through learning-by-doing exercises, and fully institutionalized by month 48</li> <li>• Environmental mandates are updated and simplified by month 24</li> <li>• An assessment of good practices, manuals and regional guidelines for environmental integration in EMIS is prepared</li> <li>• Government and other stakeholders</li> </ul>				

			<p>align mandates and operational plans of key agencies and committees (at national and regional levels)</p> <ul style="list-style-type: none"> <li>• Key stakeholders report improved coordination, collaboration and delegation of responsibilities</li> <li>• Three successful and internationally recognized demonstration exercises are conducted in targeted communities</li> </ul>				
<p><b>Component 5:</b></p>	<p>Indicator 11: skills and awareness of global environmental values</p>	<ul style="list-style-type: none"> <li>• The general public generally remains unaware or concerned about the contribution of the Rio Conventions to meeting and meeting local and national socio-economic priorities.</li> <li>• Awareness of the integration of the Rio Convention is limited, with stakeholders not fully appreciating the value of conserving the global environment.</li> </ul>	<ul style="list-style-type: none"> <li>• Project Launch and Results Conference held in months 5 and 56</li> <li>• Statistical analysis of baseline and end-of-project knowledge indicates that stakeholder knowledge and the link between global environmental conservation and sustainable socioeconomic development has improved by at least 15%</li> <li>• Review of training needs to operationalize the Rio conventions completed in months 9, 35 and 51</li> <li>• Convention Integration Training Curriculum , study modules, materials and training modules are finalized by 48</li> <li>• Training course on analytical methodologies and best practice skills for measuring global environmental</li> </ul>				

			<p>impacts and trends, finalized by month 52</p> <ul style="list-style-type: none"> <li>• Cooperation agreement between training establishments</li> <li>• Public awareness campaign, implementation plan and materials</li> <li>• Public dialogues and workshops constituting local stakeholders</li> <li>• At least 8 workshops held by month 29 with at least 50 local/regional representatives.</li> <li>• Visibility on the Internet of good practices for the integration of the obligations of the Rio Convention</li> <li>• Training and awareness workshops, dialogues and other similar events are implemented in 52 months</li> <li>• A public dialogue of at least 50 stakeholder representatives takes place</li> <li>• Improved regional access to best practices and best available knowledge reported</li> </ul>			
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Analysis of this table shows that results are achieved especially for components 3 and 5 . For components 1, 2 and 4, the delay in recruiting the winning office would be the factor preventing the achievement of results.

**4.5.2 \_ Obstacles Still Hindering The Achievement Of The Project Objective**

The project started in 2018 and should end in July 2022. It has undergone two extensions: (i) a first extension (2018 - November 2023) and a second (November 2018 - May 2024). The obstacles that hindered the achievement of the project objective are multiple and are as follows:

- The first obstacle concerns the context of COVID (the consequent disruptions) in which the project intervened and which did not favor the effective implementation of capacity building activities due in particular to the restrictive measures which prevented the holding of the met.



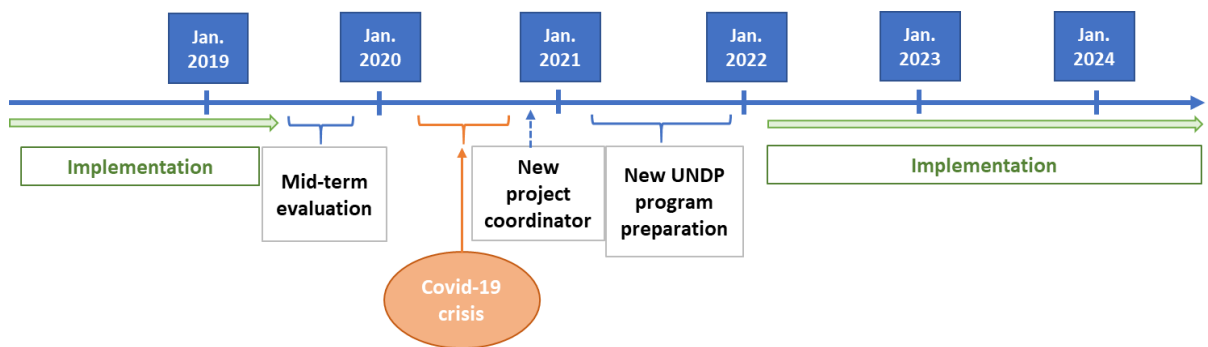
- The second obstacle concerns the assisted NIM procedure which is complex, since the recruitment process can take months, or often a year, which delays the effective implementation of activities. As we reported in 2021, more than ten terms of reference were developed by the Coordinator and validated by the National Project Director for the recruitment of consultants, none were successful due to the cumbersomeness of the assisted NIM . Also Given the complexity of the new platform (quantum), many consultants who wanted to apply ultimately gave up. As the number is not required, UNDP is therefore obliged to republish several times, which significantly delays the implementation of project activities. It was also planned to recruit for each convention an expert for the implementation of the activities, but given the cumbersomeness of the NIM assisted with quantum, the mid-term evaluation carried out noted difficulties and recommended grouping the activities together. and to use design offices for their implementation. This is how two (2) were formed: Lot 1: components 1, 2, 4, 5 and Lot 2: Component 3. Since July 2023, UNDP has only been able to recruit the office for lot 2. For the first batch, the recruitment process has just been completed with the choice of a design office which will take place after the operational phase of the project.
- The third concerns the unforeseen permutations of ministerial agents following (instability of the executives of the ministries involved in the implementation of the project) in particular the change of government occurring following an electoral cycle which caused changes in the government team and the permutation of certain public officials involved directly or indirectly in the implementation of the project. This had a negative impact on certain activities, notably the validation of terms of reference for the recruitment of service providers, the conclusions of contextual analyses, capacity building and capitalization workshops, etc.
- the fourth obstacle concerns the lack of expertise required to better understand the three themes (the three conventions) often justifying trial and error in the definition and quality of the products to be produced.
- The fifth obstacle concerns the absence of an entity that brings together the three conventions: There is no entity in the national structures that brings together the NFPs (focal points) for technical and operational questions relating to implementation. of the three conventions. This has repercussions on the decision-making circuits of the project, which are therefore marked by the absence of provisions allowing the focal points to be brought together, at the operational level, in order to encourage better interaction between them, so as to better identify the activities which integrate the three conventions. This may explain in particular the difficulties in making a choice regarding support for community initiatives. Two initiatives were competing on this subject: one, in Itasy and one, in Brickaville . It was apparently on the initiative of women's associations in the Itasy region that the project was favored.
- The sixth obstacle concerns leadership confined to the environmental sphere: The leadership of the MESD is undeniable in the environmental field. Strategies on critical themes in the environmental sector (National Biodiversity Conservation Strategy, National Plan for adaptation to climate change, national strategy to combat desertification, etc.) led in particular by the national focal points of the three Rio conventions, constitute key instruments of this stature of the MESD. However, the MESD does not have the scope to cover all aspects of sustainable development. The leadership of the MESD remains limited in other sectors such as the economy, agriculture, energy, etc. This was a sticking point in the implementation of the activity of developing a national sustainable development strategy, within the framework of the CCCD-Rio project. The MEF was deemed better placed to lead cross-sectoral planning exercises, in this case to be the lead in the development of a national

- sustainable development strategy. The role of the MESD would only be to advise other sectors on the principles of sustainable development.
- The seventh obstacle, the structure of the steering committee: The structure and composition of the Steering Committee did not facilitate either the strategic coordination of the project, nor the impetus in the implementation of the project. In the steering committee, the MESD was mainly represented by the three national focal points of the three conventions (UNFCCC, CDB and CNLCD). Furthermore, the Ministry of Agriculture and Livestock was represented there by the head of the environmental unit. It was reported that it was the Secretary General of the Ministry of Agriculture who was the main facilitator of the Copil. "The Copil meetings mobilized few participants; few members of the Copil were truly committed and enthusiastic. In addition, participants were often late or absent from Copil meetings."
  - The eighth obstacle concerns the optimized programming and operationalization process: The process of programming and operationalization of activities – process adopted in the Rio project, has been optimized to allow total appropriation by all actors and all stakeholders and to ensure the overall coherence of project actions. Ideas for activities come from the units concerned. Ideas for activities are shared with the different units at the MESD level, as well as with other relevant stakeholders. They are the subject of exchanges, before being compiled into a program/activity plan. The program/activity plan is submitted to the National Project Director (DNP), who verifies overall coherence and consistency with national priorities, before presenting it to the Copil. At the start of the process of implementing an activity, the inputs are also discussed between the units concerned and are the subject of exchange and consultation (often by email), before being submitted to the DNP. The DNP checks consistency with the expected results before launching the actual implementation of the related tasks. The process of implementing an activity is examined in detail. Discussions are underway on what may constitute a stumbling block to implementation. The units concerned by the activity are involved in monitoring the work of the consultants. They also designate themselves the people or entities to be consulted, as well as the participants in the workshops, when the consultations are carried out in workshops.
  - The ninth obstacle concerns the working method matched to the circumstances: The way of managing the project is not stable; several changes have taken place in the way the project operates. For example, previously there were working groups; "the thematic group system has made it possible to move forward faster and further; the work of the consultants had notably gone further!!! ". Different working methods were applied, depending on the context. Generally speaking, working methods have evolved over time and with realities. Thus, the approach initiated directly from the MESD was adopted for the launch of the "DD" mention at the University of Toamasina. But another approach initiated in the university environment has been tested, with the seminar for doctoral students in the environmental field (at the University of Antananarivo). Likewise, an approach increasingly initiated outside the MESD has also been adopted for the design of guides for the development of environmental content in the school curriculum, in collaboration with the MEN. Several service acquisition approaches were also implemented, in turn, over time, depending on the conditions of program implementation. While the use of individual consultants was the most common since the start of the project's implementation, the "design office" formula was also introduced, after the late release of the last tranches of project financing, with the objective of accelerate implementation. Compared with each other, each method has its advantage and disadvantage. In particular, the design office approach is less appreciated [by the MESD], to the extent that the design office tends to come with entire ready-made solutions, from top to bottom,

leaving little room for debate. In the design office approach, beneficiaries have the impression of losing control of the process and content, to the extent that design offices provide integrated solutions, reducing debates between the components of a solution or between the links of a solution chain. In the individual consultant approach, the solutions are divided into several components according to the fields concerned (lawyer, environmentalist, economist, agronomist, engineer, etc.) and are built by consultants with different profiles. Several debates can take place, in particular on each component or each link, as well as when connecting the different components or the different links. Building the deliverables may then take more time. In the end, the activities did not always lead to results, but were suspended near the final products.

- The tenth obstacle concerns the programmatic circumstances and procedures: Since the mid-term evaluation, which led to a change in the composition of the project management team, the new team put in place has only had a few months to implement the activities. After the contract of the first coordinator was terminated in 2019, the new coordinator was not recruited until the end of 2020, in particular due to the health crisis. A rapid diagnosis highlighted the need to use several skills, in each component. It was decided to recruit a consultant per product and no longer one per component, as in the previous phase. The terms of reference were developed by the units concerned. But recruiting consultants took time, for various reasons. First, UNDP had to enter a new programming cycle. It was only in April 2022 that the recruitment process could be launched. Furthermore, the release of the project budget could only be done in June 2023, while the project was to be closed in December. 2023.

### Project history



It was therefore decided to group the *procurements* into batches; then, it was the study office option that was finally chosen.

A financial assistant also had to be recruited. But recruiting her also took time. Shortly after joining the service, she became pregnant and went on maternity leave. It only resumed at the end of 2022. It had to be reinforced by two UNVs in 2023. During the Copil meeting in July 2023, it was said that disbursements represented only 20% of the total envelope (in July 2023), while the project was due to end in December 2023. Following a request for an amendment on the duration of the project, the closing date was postponed to May 2024. Operational efficiency also suffered from procedures. Some activities took longer than necessary. This is the case, for example, of the activity of designing educational and didactic guides for environmental education intended for general education schools (see box below); a process that took 3 years, instead of 3 months.

***Process for developing educational and didactic guides for schools***

The Environmental Education Research Center (CREE) was recruited in 2021 to design educational and didactic guides intended for schools, for a period of 3 months. But the work was ultimately spread over 3 years, mainly due to the complexity of the procedures.

The design and validation of the guide required the organization of 3 workshops. But, each of these workshops required 4 months of preparation. It was necessary to establish a complete list of participants, then note the identity card numbers of each participant, with a view to transferring the per diems by MVola . If a participant is replaced or added, all information necessary for the transfer had to be changed or added.

However, the coordinator was alone, at the time, in managing the project. It was the coordinator who therefore had to take care of the participant file, the release of funds, the establishment of payment statements, etc.

There were workshops that had to be canceled because the money intended to finance them was not released on time; due to missing signature or other reasons. This caused the postponement of the workshops.

Sometimes, it is for technical reasons that the holding of a workshop is disrupted. It has already happened that workshop TORs are called into question at the last minute – for example, by the National Project Director (NPD) – while participants are already on their way to the meeting location to take part in the work. .

Other incidents also marked the workshops. It has happened that a workshop is launched, the work is underway. But, when receiving the per diem - which are transferred by MVola - participants do not appear among the list of recipients held by the operator MVola

Source : CCCD-Rio

Another case of lack of efficiency was noted due to contract management procedures. For example, activities could not be completed because the contracts were too fixed. This is the case, for example, of the development of the resource mobilization strategy for environmental financing (SMRPFE). The SMRPFE passed the technical validation milestone at the end of 2021. After technical validation, the draft resource mobilization strategy was submitted for assessment to the more strategic decision-making levels. Remarks were made. But, as the consultant's contract expired, from an administrative point of view, the rectifications could not be made. Following the operationalization of the Quantum system at UNDP, it became difficult to relaunch the mandate of the consultant in question, through, for example, an amendment to the initial contract. The anachronism of activities was also a cause of inefficiency in project operations. This was noted in the provision of computer equipment. The computer equipment was purchased in batches for the entire project. The equipment was intended for different uses. Some were to be used for setting up the EMIS, the others for routine office tasks. The equipment had been ordered and received quite early, while the activities to implement the EMIS had to go through several stages. The material in question was not distributed until 2 years after its acquisition.

***Finding 10: The effectiveness of the project is moderately satisfactory, progress has been made especially at the level of component 3. Obstacles reported and observed have hindered the effective implementation of certain project activities, especially those linked to components 1, 2, 4 and 5***

#### **4.6 \_ Project Efficiency**

With regard to the human and material resources used as well as the financial means used to achieve the various progress, the mission notes that:

- The human resources used are characterized by a light team. This personnel configuration for a project bringing together the three conventions does not seem very complex, often tedious and most of the project work rests on the first technical manager of the Project. This situation also explains the fact that for a long time, the project did not have a monitoring – evaluation officer and it was the Coordinator who played this role in addition to coordinating the project. This does not allow the project to have more results with substantial resources.
- Financial resources used optimally during project implementation: Financial planning of activities is based on annual work plans (AWP) developed and validated in a participatory manner each year. Since the start of the project, the AWP's have been submitted by the PMU, approved and signed each year at the steering committee meeting, in accordance with the indications of the national counterpart and UNDP procedures. Two months from the end, the disbursement rates observed are very low and present as follows:
  - Project management: 116.22%
  - Component 1: 47.89%
  - Component 2: 11.41%
  - Component 3: 37.06%
  - Component 4: 17.44%
  - Component 5: 35.59%

Disbursement rates are therefore generally low for all components except project management. If we analyze the table below we see (apart from project management) that very few resources were mobilized to achieve few results, no component seemed to obtain a rate of 50%. Also, we note that the activities were not carried out within the planned deadlines due to certain administrative burdens and the adoption of a new platform within the UNDP (Quantum).

- Material resources used optimally during project implementation: the project used the material resources of UNDP and the State. It did not have premises and rather sat at the UNDP level, which made it possible to make “economies of scale” and confirm optimal use of material resources.

Table 15: Financial situation of the project

Résultats/Composantes	Année 2019			Année 2020			Année 2021			Année 2022			Année 2023		
	Budget Alloué USD	Dépensé	Taux d'exc.	Budget Alloué USD	Dépensé	Taux d'exc.	Budget Alloué USD	Dépensé	Taux d'exc.	Budget Alloué USD	Dépensé	Taux d'exc.	Budget Alloué USD	Dépensé	Taux d'exc.
Gestion du Projet (coût de fonctionnement du Projet)	52 250,00	54 598,00	104,49 %	75 590,00	80 597,00	106,62%	50 578,00	25 073,00	49,57 %	43 578,00	41 841,00	96,01%	54 000,06	121 183,98	224,41%
<i>Résultat 1 : Une stratégie / plan national de développement durable intègre pleinement les obligations de la Convention de Rio</i>	72 000,00	122 202,00	169,73 %	28 580,00	12 836,00	44,91%	43 831,00	6 113,00	13,95 %	61 767,00	165,00	0,27%	113 133,70	11 978,54	10,59%
<i>Résultat 2 : La mobilisation des ressources financières est plus durable</i>	60 432,00	20 752,00	34,34 %	11 860,00	398,00	3,36%	47 111,00	8 513,00	18,07 %	65 815,00	858,00	1,30%	104 316,85	-	0,00%
<i>Résultat 3 : Un Système d'Information sur la Gestion de l'Environnement est établi pour améliorer le suivi et l'évaluation des impacts environnementaux mondiaux et des tendances au niveau national</i>	148 500,00	114 042,00	76,80 %	20 233,00	11 742,00	58,03%	101 969,00	7 194,00	7,06%	291 175,00	28 347,00	9,74%	420 184,30	141 565,77	33,69%
<i>Résultat 4 : Structures et mécanismes institutionnels renforcés pour l'intégration et l'application de la conformité aux Conventions de Rio dans les cadres de planification du développement sectoriel et régional</i>	46 100,00	23 570,00	51,13 %	15 250,00	1 388,00	9,10%	68 794,00	3 338,00	4,85%	184 277,00	16 888,00	9,16%	229 036,73	29 682,50	12,96%
<i>Résultat 5 : Le public est conscientisé et sensibilisé à l'intégration de la Convention de Rio</i>	96 500,00	45 857,00	47,52 %	26 350,00	10 669,00	40,49%	109 790,00	69 828,00	63,60 %	42 092,00	63 802,00	26,35%	249 423,28	109 006,56	43,70%

- Furthermore, we also note that the project popularizes in many circumstances more simple adapted techniques which strengthen the capacities and the integration of the three conventions with almost optimal resources.
- The analysis of the project's financial flows generally shows that the management fee/investment ratios indicate that for every USD 2 invested in capacity building activities, on average less than one (1) USD is incurred in management fees. .
- The project is executed following the assisted NIM execution procedure. This approach, despite the slowness observed, it must be recognized that it minimizes the risks and constitutes a guarantee of transparency not only for the UNDP but also for the national party.

***Finding 11: The efficiency of the project is overall unsatisfactory (moderately unsatisfactory), financial and human resources were not sufficient to obtain the expected results even if economies of scale were made on certain areas of management of the project. The Project has not provided a substantial technical team for the implementation of activities. In addition, the activities were not carried out on time due to delays. However, optimal use of resources is well observed.***

#### **4.7 \_ Project Sustainability**

As the Prodoc envisions, the overall sustainability of the project relies on its emphasis on adaptive collaborative management, which places great importance on stakeholder engagement. The project is strategically designed to address the priorities of the Rio Convention through capacity building activities that put stakeholders at all levels in charge of prioritizing and achieving stated objectives through ownership and implementation. implemented. So, it's a bottom-up, top-down approach that gets traction with as many groups as possible, i.e. governments, the private sector, NGOs, civil society and communities. academics.

Another essential feature of project sustainability is its cost-effective strategy. In seeking to use existing environmental and natural resource management legislation, financial mechanisms and information systems to implement the obligations of the Rio Convention targeting current weaknesses, the project relied based on an existing baseline of legislation and technical and institutional capacity.

Project sustainability is also ensured through technical and institutional reforms that are project-based and legitimized by Memoranda of Understanding, as well as the formulation and implementation of sectoral and regional planning frameworks.

Finally, the scaling and intensification of project results are ensured by capitalizing on results through pilots and wide dissemination of best practices during dialogue and exchange visits. For the sustainability of the products/results achieved, it must be remembered that it mainly depends on the level of ownership and accountability of national and local structures. In this regard, the products/results will be sustainable as long as the national and local structures remain in a position allowing them to continue activities after the project . These structures must therefore have the human, material and financial resources necessary to ensure the continuity of the project's achievements. No strategy is defined by the project to initiate the empowerment of stakeholders at the national and local level.

#### **4.7.1 \_ Financial Risks For Sustainability**

Given that the integration of international environmental legal obligations is a dynamic and sustainable process in the short, medium and long term, it is important that the government can equip itself with internal resources to ensure the continuity of interventions. The lack of internal resources noted (since there are no precise indications on additional financial contributions apart from the resources provided by the GEF and the UNDP) will prevent national and local technical services from continuing actions at the central level. and on the ground.

As in-kind contributions (time and effort of stakeholders) result in unintended consequences, it was undertaken during the project preparation phase, careful review and negotiation with the respective ministries to identify incentives and ensure long-term commitment to active participation in the project and project deliverables. The financial viability of the project's achievements is therefore moderately probable.

#### **4.7.2 \_ Socio – economic Risks For Sustainability**

To identify socio-economic risks, it is important to know the effects induced by the different interventions.

The social risk that was identified at the time of project development relates to inadequate sharing of information and communication between levels of administration, changes to legislation and regulations that are not officially approved or adopted in a timely manner and to large-investment private sector stakeholders who may not collaborate with the project because the long-term outcomes of the project run counter to their short-term interests. Measures are being undertaken including the design of the project which includes activities to facilitate consultations and negotiations with key decision makers to ensure coordination and sharing of information and ensure their full support for the approval of the standards, norms and procedures.

Furthermore, it should be noted that these identified risks do not seem to create a link, that is to say a negative effect on gender equality and/or on the situation of women and girls. The socio-economic viability of the project's achievements is therefore moderately probable.

#### **4.7.3 \_ Institutional Framework And Governance Risks For Sustainability**

From an institutional point of view, the project is supported by the Malagasy government since it takes into account its national priorities and its international commitments. The three (3) conventions will remain a priority for the Malagasy government since they contribute to achieving sustainable development objectives.

The involvement of decentralized and deconcentrated State services, in addition to the institutional steering platform for effective synergies, constitutes a good basis for channeling efforts and resources in order to perpetuate the achievements of the project.

However, it should be noted that the instability of the institutional framework characterized by the change of Project interlocutors within the ministries each time after the change of government constitutes a real risk. Overall, the institutional framework and sustainability of the governance of the project's achievements is moderately probable.



#### 4.7.4 \_ Environmental Risks For Sustainability

These risks are generally linked to the use of resources by the beneficiary communities. Most popularized practices do not degrade ecosystems. These practices also contribute to promoting the restoration of soils and ecosystems, therefore respecting the three Rio conventions.

Furthermore, the use of chemical fertilizers and/or pesticides (by certain beneficiaries of women's groups) and the frequent practices of uncontrolled tree cutting and bush fires constitute serious threats to the ecosystems of the project area. The environmental sustainability of the project's achievements is moderately probable.

***Finding 12: the sustainability of the project's achievements is moderately likely, the commitment of the supervisory ministry in favor of the three conventions and the measures adopted by the grassroots communities are guarantees but which do not minimize the financial and socio-economic risks , governance and environmental issues identified. No withdrawal strategy is defined to better initiate the accountability process***

#### 4.8 \_ Progress towards impact

The progress observed towards impact is noted and is presented as follows:

- The updated political and legislative analysis of environmental governance has made it possible to structure activities in terms of biodiversity, the fight against desertification and climate change with a view to developing a national sustainable development strategy which notably includes provisions respecting the obligations of the Rio Convention. This also made it possible to strengthen the updating of certain sectoral policies and the development of a roadmap for the integration of the Rio Conventions into sectoral planning. This analysis is reinforced by the establishment of an inter-institutional committee responsible for supervising the implementation of the National Sustainable Development Strategy (SNDD). This committee is supported by the institutionalization of committees of technical experts who inform the SNDD Coordination Committee.
- Contribution to the achievement and sustainability of the CCCD-4 Objectives of the GEF Cop Program through the environmental resource mobilization strategy.
- The strengthening of national institutional capacities through the creation of a certain number of tools in favor of the consolidation of commitments for the three (3) Rio conventions in particular: (i) the lexicon for semantic questions, (ii) the Guide on the celebration of world environment days for coherence and harmonization of celebration across the country, (iii) the guide for integrating the Rio conventions into local development plans at the municipal level and districts; (iv) the awareness guide for civil society organizations and the private sector; (v) the guide for the implementation of education policy relating to the environment and sustainable development at the local level; (vi) the institutional analysis study of the MESD and integration structures.

#### 4.9 \_ GEF additionality

The additionality of the GEF assumes that the actions undertaken in favor of biodiversity, the fight against desertification and climate change must be "additional" compared to the actions which would have been undertaken without the intervention of the project.

For the implementation of the project, the additionality of the GEF is mainly appreciated through the tools developed to strengthen the institutional capacities of national structures,

particularly in favor of the internationalization of the three (3) Rio Conventions. For example, with regard to adaptation to the effects of climate change, Madagascar has now put in place measures to adapt to the effects of climate change (management of drought or flood risks, improvement of resource management water, and the establishment of early warning systems for extreme weather phenomena).

#### **4.10 \_ Catalyst/replication effect**

The replication of project activities is mainly motivated at the national and local level by the results obtained which clearly integrate into the project intervention strategy dimensions aimed at promoting the consideration of the three (3) conventions and the strengthening of national capacities and local. Following this project, initiatives in favor of the three (3) Rio conventions are emerging today both at the national level, hence the need to design a concept note on a more structuring program and increased involvement of the party national.

***Finding 13: replication motivated by the results obtained and initiatives in favor of the three conventions, hence the need to design a concept note on a more structuring program and increased involvement of the national side***

#### **4.11 \_ Consideration of gender and other cross-cutting issues**

Madagascar has taken many steps to promote gender equality. Article 6 of the Malagasy Constitution grants all individuals equal rights and the same fundamental freedoms without any discrimination based on sex. Additionally, the country has also signed numerous international and regional conventions such as the Convention on the Elimination of All Forms of Discrimination against Women, the Beijing Declaration and the World Development Community Protocol. Southern Africa on Gender and Development. The Country has also worked with partners including the United Nations Population Fund, UNICEF, the African Union and UNESCO to promote gender equality. At the national level, the Ministry of Population, Social Protection and the Promotion of Women has developed the National Action Plan for Gender and Development. Despite these efforts, gender equality remains a real concern in Madagascar.

The project examined gender equality issues as appropriate, defined by the criterion of inequality as a direct barrier to coordination; access to information and creation of knowledge to inform decision-making and meet global environmental obligations.

In the promotion of income-generating activities based on biodiversity post-COVID, activities have been financed for the benefit of marginalized groups including women and girls, the elderly.

In addition, the project followed throughout its implementation the UNDP gender markers monitored on an annual basis as part of the Annual Progress Report/Activity Implementation Review.

Furthermore, it is important to point out that even if the project has made efforts to empower women, it has not yet succeeded in balancing or reversing the trends. The balance of power when it comes to resource management is always in favor of men.

With regard to human rights, the initiatives undertaken as part of the project and which aim to strengthen national capacities in favor of the three conventions do not in any way call into question issues related to the rights of vulnerable groups.

The project contributes to the promotion of development and human rights through its activities and achievements. More specifically, it contributes to the achievement of SDG 13,

MDG 1, MDG 7. The project contributes to the achievement of **SDG 13: “measures relating to the fight against climate change”** of the 2030 Agenda.

Indeed, the project aims to improve the adaptive capacity of vulnerable populations to climate change, biodiversity and the fight against desertification through a series of activities and the achievement of its overall objective. The project adopted concrete approaches such as disseminating ecosystem restoration information and adaptation techniques to vulnerable populations.

Regarding communication, it is important to note that it was not up to par on this point. There was not enough communication on the results of the project, which could negatively impact the sustainability of the project's achievements.

National ownership of the project has begun especially with the strengthening of the capacities of national and local structures in taking into account the three (3) conventions in national and local priorities.

***Finding 14: the consideration of gender and human rights issues in the project is generally satisfactory, the project examined gender equality issues as a direct obstacle to coordination, access to information and creating knowledge to inform decision-making and meeting global environmental obligations. However, the communication was not up to par. There was not sufficient communication on the results of the project, which could negatively impact the sustainability of the project's achievements. National ownership of the project has begun especially with the strengthening of the capacities of national and local structures in taking into account the three (3) conventions in national and local priorities.***

## 5 . CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

### 5.1 \_ Conclusions

The final results of the project in terms of project strategy, progress towards achieving results, implementation and responsive management, efficiency, sustainability and gender are satisfactory despite the obstacles noted above.

- i. **The Project Design:** It therefore follows an intervention logic (which defines the theory of change) which aims to strengthen systemic, institutional and institutional capacities at the central and decentralized level of the country. The Project Logical Framework remained as such and did not undergo any reorientation despite the COVID context which greatly affected the implementation of activities, particularly due to health restrictions. The provisions relating to project management prove to be very necessary and contribute to strengthening the capacities of national structures but the very tedious and long execution modality (assisted NIM) does not seem to be a factor in speeding up the implementation of the projects. activities. Planning of activities through the PTAs validated by the steering committee sessions seems to be the determining factor which allowed the project to respect not only the indications of the national party but also the procedures of the UNDP and other stakeholders. Project monitoring - evaluation is based on UNDP requirements set out in the Policies and Procedures Governing UNDP Programs and Operations and the UNDP Evaluation Policy. But the absence of a monitoring-evaluation specialist and a mechanism during implementation did not promote better monitoring of project progress and indicators. The project in its formulation and implementation did not give particular importance to the accountability dimension despite its roots and its importance for the country. The design of monitoring – evaluation during project formulation and implementation, and the overall quality of monitoring – evaluation are moderately unsatisfactory. Although stakeholder participation is well defined, it is important to note the absence of a real commitment plan to accelerate and consolidate the full internalization of global environmental obligations in the country's sustainable development priorities. Despite the availability of supports for data communication, it is important to note the absence of a monitoring-evaluation specialist and/or a communications manager, which indicates that the project did not attach particular importance to the data communication dimension. Insufficient communication on the knowledge of the issues of the Rio conventions and on the results of the project both at the central level and at the decentralized level was a limiting factor for the visibility of the project. The project has no communication strategy and no microprogram on the centralization and dissemination of good practices for the integration of the obligations of the Rio Conventions is available to give more visibility to the project. Also, no manual has been developed on good practices for the project.
- ii. **Relevance and coherence:** the relevance and coherence (internal and external) of the project are very satisfactory, the theory of change is clearly understood through the actions which highlight the strengthening of the capacities of national structures. The assumptions made are justified and realistic. The project perfectly meets the commitments made by the country in terms of biodiversity conservation, the fight against desertification and climate change. The Project is in line with the UNDP Country Program and the United Nations Development Assistance Framework. The

results and indicators have been defined to take into account the areas of intervention of the GEF.

- iii. Effectiveness: the effectiveness of the project is moderately satisfactory, progress has been made especially at the level of component 3. Moderately satisfactory physical achievement rates (except for component 2 with 33%). Obstacles reported and observed hindered the effective implementation of certain project activities, especially those related to components 1,2, 4 and 5.
- iv. Efficiency: the efficiency of the project is not satisfactory overall (moderately unsatisfactory), financial and human resources were not sufficient to obtain the expected results even if economies of scale were made on certain sections of the project. project management. The Project has not provided a substantial technical team for the implementation of activities. In addition, the activities were not carried out on time due to delays. However, optimal use of resources is well observed.
- v. Sustainability: the sustainability of the project's achievements is moderately probable, the commitment of the supervisory ministry to the three conventions and the measures adopted by the grassroots communities are guarantees which will minimize the financial, socio-economic, governance and environmental risks identified .

## 5.2 \_ Recommendations

The recommendations in the direction of corrective measures for the design, implementation and monitoring – evaluation of the project are as follows:

1. R - 1/ Adopt national implementation (NIM) for future projects given that the assisted NIM is very tedious and long does not seem to be a factor in speeding up the implementation of activities (Finding 3) .
2. R - 2/ Have a more robust management team for projects that absolutely must be executed according to the NIM implementation provision (Finding 12). This team must be made up in particular of a project coordinator, three specialists (one for each agreement), a monitoring – evaluation manager, an administrative and financial assistant, and a communications manager .
3. R - 3/ Define an internal monitoring – evaluation mechanism and a strategy for communicating results for future projects (Finding 5)

Recommendations aimed at monitoring or strengthening the initial benefits of the project are as follows:

4. R - 4/ Centralize and disseminate the best practices of the project both at the central level and at the decentralized level (Finding 8) .
5. R- 5/ Implement a withdrawal strategy, with a view to perpetuating and promoting the project's experiences (Finding 13)
6. R - 6/: Create a manual on good project practices (Finding 8).

Recommendations for future directions highlighting the main objectives of the project are as follows:

7. R - 7/: Develop a concept note for a new project to consolidate the achievements of the RIO Project (Finding 14)
8. R - 7/: Involve the national party in the design of a concept note for a more structuring and large-scale project (Finding 14) .

### 5.3 \_ Main lessons

The main lessons to be learned from the project are:

- **In relation to coordination:** the project served as a framework for the first time for the departments to come together and jointly address issues related to the three conventions.
- **In relation to the Implementation Modality:** The modality of implementing assisted NIM is not really easy, when the procedures of the implementing agency are heavy and complex. The Rio project – which is implemented according to the assisted NIM – has experienced various ups and downs, due to the cumbersome and complex UNDP procedures. Three other projects, financed by GEF 7, with FAO, ABS Mada, etc. as partner agencies, are implemented by the MESD (ie implemented according to the national implementation modality (NIM) and seem to work better .
- **Implementation structures:** Well profile the implementation structures of future projects to streamline operations; e.g.: better balance the composition of the steering committee to establish the leadership of the ministry in charge of the environment; assign operational roles to the national focal points (NFP) of the conventions (example: role of technical supervision of activities between the National Project Director and the heads of units; etc.
- **Content and logic of the project:** When the content of the project is essentially 'soft' (strategies, information system, institutional structures, guides, etc.), building consensus around the products is often difficult and takes time.
- The search for synergy between the 3 Rio conventions is also a complex task. Consequently, agreeing on the capabilities to ensure such synergy is complex.
- The contribution of stakeholders was decisive in the implementation of the project and in the achievement of results.
- The long processing times for procurement and payment files constitute a blocking factor for the project.
- The availability of knowledge drawn from various experiments and their accessibility is an indicator of project success. Capitalization should not only be done at the end of the project.

# APPENDICES

## Appendix 1: Evaluation TOR



Empowered lives.  
Resilient nations.

### Termes de références relatifs au recrutement d'un bureau d'étude pour évaluation finale du projet :

« Renforcement des capacités nationales pour le respect des obligations environnementales mondiales dans le cadre des priorités de développement durable » (PUND-FEM PIMS: 5582).

#### 1. INTRODUCTION

Conformément aux politiques et procédures de suivi-évaluation du PNUD et du GEF, une évaluation finale en fin du projet s'impose pour tous projets de moyenne envergure appuyée par le PNUD sur financement GEF. Les présents termes de référence définissent les attentes pour une évaluation finale du projet intitulé « renforcement des capacités nationales pour le respect des obligations environnementales mondiales dans le cadre des priorités de développement durable » (PUND-FEM PIMS: 5582) qui est un projet de moyenne envergure, financé par le GEF avec l'appui du Programme des Nations Unies pour le Développement (PNUD) et mis en œuvre par le Ministère de l'Environnement et du Développement Durable (MEDD). Le projet a été lancé en octobre 2017 pour une période de mise en œuvre initiale de 5 ans avec une période d'extension de octobre 2022 à septembre 2023. Le projet se trouve actuellement à sa sixième année de mise en œuvre.

L'évaluation finale, sera conduite suivant les directives prévues dans le document « Guidance For Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects ».

[http://web.undp.org/evaluation/guideline/documents/GEF/TE\\_GuidanceforUNDP-supportedGEF-financedProjects.pdf](http://web.undp.org/evaluation/guideline/documents/GEF/TE_GuidanceforUNDP-supportedGEF-financedProjects.pdf)

#### 2. INFORMATIONS GÉNÉRALES SUR LE PROJET

Madagascar, un pays insulaire situé dans l'océan indien, dispose d'un potentiel non négligeable en ressources minérales telles que le cobalt, l'or, l'ilménite, le nickel, le pétrole et l'uranium, et se distingue par la richesse de sa biodiversité exceptionnelle formée d'une faune qui a un fort taux d'endémicité et de flore très diversifiée avec différents écosystèmes notamment les récifs coralliens et les mangroves, les zones humides, les forêts, les terres arides et les savanes, les lacs d'eau douce

et les rivières. Malheureusement, ces ressources naturelles, qui peuvent constituer un atout important pour le développement, restent sous exploitées et menacées par une pression anthropique trop importante, dont principalement la déforestation, l'agriculture itinérante sur brûlis, la surexploitation des sols agricoles, etc. La dégradation des terres pose également de sérieux défis pour Madagascar, compte tenu de ses impacts sur la biodiversité et de la forte proportion de la population rurale qui dépend de l'agriculture pour ses moyens de subsistance. La pauvreté, qui sévit sur plus de 70% de la population malgache, dont 52% sous le seuil de pauvreté extrême, est aussi une cause majeure des dommages environnementaux.

Par rapport au changement climatique, Madagascar fait partie des cinq premiers pays les plus vulnérables à ce phénomène en 2013 (Banque Mondiale, 2013).

Conscient de ces défis, Madagascar a démontré sa volonté d'y faire face à travers la préparation de divers programmes, politiques, plans et stratégies, ainsi que la ratification de nombreux Accords Multilatéraux sur l'Environnement (AME), dont les trois conventions mères appelées Conventions de Rio, à savoir la Convention sur la Diversité Biologique (4 mars 1996), à la Convention de Lutte contre la Désertification (5 juin 1997) et à la Convention-Cadre des Nations Unies sur le Changements Climatique (2 juin 1998). Madagascar participe également à des programmes de l'ONU tels que le REDD + et le Mécanisme de Développement Propre (MDP). La mise en œuvre effective de ces engagements, contribuera de façon significative à l'atteinte des objectifs de développement durable en tirant le maximum de profit de ses ressources naturelles. Se référant sur les constats de l'Auto-Evaluation Nationale des Capacités (AENC), réalisée en 2014, le Gouvernement malagasy à travers le Ministère de l'Environnement et du Développement Durable (MEDD) a initié sur l'appui financier du Fonds pour l'Environnement Mondial (FEM) et du Programme des Nations Unies pour le Développement (PNUD) le projet intitulé « Renforcement des capacités nationales pour le respect des obligations environnementales mondiales dans le cadre des priorités de développement durable ». Ce projet vise à répondre aux différents obstacles sus-énumérés.

L'objectif de ce projet est d'aider Madagascar à respecter et à maintenir ses obligations au titre des trois conventions de Rio, en renforçant un ensemble ciblé de capacités systémiques, institutionnelles et individuelles fondamentales qui aideront le pays à atteindre la durabilité environnementale. Le projet est mis en œuvre à travers cinq composantes stratégiquement liées, dont chacune comprend un ensemble de produits avec leurs activités respectives.

Composante 1 : Une stratégie / plan national de développement durable intègre pleinement les obligations de la Convention de Rio. Cette composante comprend dans sa stratégie :

- L'analyse politique et législative exhaustive de la gouvernance environnementale ;
- La mise à jour des textes législatifs clés ;
- L'intégration des obligations de la Convention de Rio dans les plans de développement régionaux et sectoriels, et l'élaboration de feuille de route pour intégrer et aligner les conventions de Rio avec les plans de développement sectoriel ;

Composante 2 : Mobilisation des ressources financières plus durable. Il s'agit de :

- Elaboration d'une Stratégie de mobilisation des ressources pour la viabilité financière ;

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- Amélioration de mécanisme de suivi et de surveillance des ressources financières mobilisées ;

Composante 3 : Etablissement d'un Système d'Information sur la Gestion de l'Environnement pour améliorer le suivi et l'évaluation des impacts environnementaux mondiaux et des tendances au niveau national. Les activités clés suivantes sont prévues :

- Évaluation de la base de données actuelle et des systèmes d'information de gestion ;
- Analyse et compilation d'un ensemble d'indicateurs qui amélioreront la détermination des avantages environnementaux mondiaux fournis par les interventions de développement ;
- Promotion des méthodes standardisées de collecte de données ;
- Mise en place d'un Système Intégré d'Information sur la Gestion de l'Environnement (SIGE) ;
- Identification et partage des meilleures pratiques pour la réalisation des Evaluations de l'Impact Environnemental et les Evaluations Environnementales Stratégiques ;

Composante 4 : Renforcement des structures et mécanismes institutionnels pour l'intégration et l'application de la conformité aux Conventions de Rio dans les cadres de planification du développement sectoriel et régional. Il s'agit de réaliser :

- L'analyse institutionnelle approfondie de la gouvernance environnementale ;
- Le renforcement du Comité interministériel sur les AME ;
- Le pilotage des meilleures pratiques d'intégration régionale, des Comités techniques de coordination inter-directions et des mécanismes de surveillance et de conformité en temps réel (en lien avec le SIGE) ;
- La mise à jour complète et rationalisation des mandats environnementaux des agences gouvernementales

Composante 5 : Conscientisation et sensibilisation du public à l'intégration de la Convention de Rio. Elle comprend les activités clés suivantes :

- Évaluation des besoins en matière de formation pour mettre en œuvre les obligations de la Convention de Rio par l'intégration ;
- Elaboration de programme de formation à l'intégration de la Convention de Rio, y compris les programmes de formation ;
- Formation des formateurs sur les meilleures pratiques pour rendre opérationnelles les Conventions de Rio ;
- Promotion de campagne de sensibilisation du public et de dialogues ;
- Renforcement de la visibilité sur Internet des bonnes pratiques pour l'intégration des obligations des Conventions de Rio ;

Dans le cadre du CPD du PNUD, le projet est intégré dans le premier portefeuille sur la Gouvernance et l'état de droit.

Le projet est mis en œuvre au niveau stratégique, mais les outils développés (SIGE, Guide d'intégration des conventions de Rio dans les plans locaux, guide de sensibilisation des OSC et du secteur privé, guide de mise en œuvre de la Politique d'Education relatif à l'Environnement pour le Développement au niveau local, etc.), seront testés au niveau de quatre régions pilotes, dont Vakinankaratra, Atsinanana, Itasy et Boeny.

Le projet est mis en œuvre, sous la modalité de mise en œuvre nationale (NIM), par le ministère de l'environnement et du développement durable (MEDD), avec l'implication des ministères sectoriels clés (Mines, Eau, Aménagement du territoire, Agriculture, Energie et hydrocarbure, Justice, etc.), des OSC et du secteur privé.

Conçu pour une durée de 5 ans, avec un budget de 2.150.000 USD, dont 1.950.000 USD du FEM et 200.000 USD, du PNUD, le projet a démarré en octobre 2017 et prévu prendre fin en juillet 2022. Toutefois en raison de perturbations consécutives aux impacts de la pandémie de COVID, et sur recommandation du comité de pilotage de projet, réuni le 8 décembre 2021, le projet a bénéficié d'une extension jusqu'en novembre 2023.

Etant un projet particulièrement à caractère stratégique, le projet est rattaché, depuis janvier 2023, au premier portefeuille du nouveau CPD du PNUD qui porte sur « la gouvernance démocratique et Etat de droit ».

A cette fin du projet, une évaluation finale doit être menée pour observer le degré de réalisation des principales mises en œuvre par rapport aux résultats attendus. Le résultat de l'évaluation permettra de porter des recommandations pour le développement de nouveau Projet.

### **3. OBJECTIFS DE L'EVALUATION FINALE DU PROJET**

L'évaluation finale évaluera l'efficacité et l'efficience du projet ainsi que les progrès accomplis vers la réalisation des objectifs et des résultats attendus du projet, tels qu'énoncés dans le Document de projet et à tirer des enseignements qui peuvent améliorer la durabilité des avantages de ce projet et favoriser l'amélioration globale des programmes du PNUD. Les résultats seront utilisés par les différentes parties prenantes pour permettre d'améliorer les futures interventions dans la mise en œuvre des obligations des conventions de Rio à tous les niveaux à Madagascar. La présente évaluation, prévue dans le plan d'évaluation dans le cadre du CPD 2021-2023, va couvrir la période de mise en œuvre du projet, comprenant la période d'extension, allant de octobre 2017 à novembre 2023, et englobera toutes les interventions du projet dans les différentes composantes, tant au niveau national que dans les régions d'intervention spécifiques.

L'analyse des impacts de la pandémie COVID-19 avec des propositions de solutions sera incluse dans le champ de l'examen.

### **4. APPROCHE et MÉTHODOLOGIE**

L'équipe de l'évaluation finale est tenue de préparer, présenter et défendre un rapport d'évaluation finale qui doit fournir des informations fondées sur des données factuelles crédibles, fiables et utiles.

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L'équipe d'évaluation doit analyser toutes les sources d'information pertinentes, y compris les documents élaborés pendant la phase de préparation (tels que la Fiche d'Identification du Projet ( FIP), le plan d'initiation du PNUD, la Procédure de détection des risques environnementaux et sociaux du PNUD (PDRES), le document de projet, les rapports périodiques techniques et financiers de projet, dont les RMP annuels, le Plan de travail annuel budgétisé avec leur révision, les plan de passation de marché, la théorie du changement du projet, les révisions du budget du projet, le rapport d'évaluation à mi-parcours, les rapports sur les enseignements tirés, les documents stratégiques et juridiques nationaux et tout autre matériel que l'équipe juge utile pour assurer que l'évaluation soit menée dans les normes requises.

L'équipe de l'EF doit inclure les interviews et entretiens avec les parties prenantes du projet tels l'équipe de projet, des homologues gouvernementaux, (les points focaux opérationnels, Le Directeur National du Projet ), des partenaires de mise en œuvre, du bureau de pays du PNUD, du conseiller technique régional, des bénéficiaires directs et d'autres parties prenantes. La prise en compte des avis des personnes clés favorise une approche participative et consultative garantissant une implication active de l'équipe projet, des homologues gouvernementaux (les points focaux opérationnels, Le Directeur National du Projet), des partenaires de mise en œuvre, du bureau de pays du PNUD, du conseiller technique régional, des bénéficiaires directs et d'autres parties prenantes.

La participation des parties prenantes est fondamentale à la conduite de l'évaluation finale du projet avec succès. Une analyse des parties prenantes basée sur leurs rôles, intérêt et influence doit être menée et une approche spécifique afin d'assurer leurs implications effective lors de l'évaluation doit être adopter. Cela doit consister en des entretiens avec les parties prenantes qui assument des responsabilités liées au projet, à savoir entre autres :

- Les points focaux des trois conventions de RIO et ses protocoles
- Directions techniques chef de file des composantes au niveau du MEDD : Direction de la Promotion de la Recherche et de l'Intégration de la Démarche de Développement Durable (DPRIDDD), Direction du Mécanisme de Financement Durable (DMFD), Direction des Affaires Juridiques et Contentieux (DAJC), Direction de la Communication et du Système d'Information (DCSI), Direction de la Programmation et du Suivi-Evaluation (DPSE), Direction de l'Unité de Coordination de la Recherche, de l'Education et de la Formation (DUCREF), etc.
- Les hauts fonctionnaires et responsables des équipe de travail/d'activités : DIDE (Chef de file de la Composante 1), « équipe technique du MEDD-DREDD » en charge du suivi du projet, autres Directions du MEDD (Aires Protégées - DAPRNE, Suivi-Evaluation) ;
- Des membres du Comité de pilotage du projet ;
- Les principales parties prenantes au projet, membre du groupe de travail technique : Ministères techniques (Mines, Agriculture, Eau, Enseignement supérieur et recherche scientifique, Justice, Décentralisation, Energie, Aménagement du territoire, etc., OSC, Secteur privé ;
- Les Cellules environnementales sectorielles au sein des ministères techniques et les Cellule Environnementales Régionales des Régions pilotes ;
- Les partenaires qui ont initialement accepté de cofinancer le projet comme Projet Kobaby (CFD), GiZ, WWF, etc.
- Les universités et centres de recherche : Faculté des Science Agronomique, Centre de Recherche pour l'Education Environnementale, Centre National de Formation, d'Etudes et de Recherches en Environnement et Forestier (CNFEREF), Centre National de Formation de Techniciens Forestiers (CNFTF) ;
- L'équipe du portefeuille 1, « Gouvernance démocratique et état de droit », du PNUD ;

- Les administrateurs locaux des communes d'intervention, des représentants d'organisations professionnelles et communautaires, d'ONG et d'Organisation des Sociétés Civiles (OSC) intervenant dans le domaine du projet.

En outre, l'équipe chargée de l'évaluation finale doit conduire des missions d'enquêtes et interview des parties prenantes et des bénéficiaires du projet sur terrain dans les régions de Boeny, Atsinanana, Itasy et Vakinankaratra, où le projet a mené des interventions.

Le rapport d'évaluation finale doit exposer en détail l'approche appliquée pour l'examen, en indiquant explicitement les raisons ayant motivé cette approche, les hypothèses de départ, les défis à relever, les points forts et les points faibles des méthodes et de l'approche appliquées pour l'examen. Il comprendra une matrice évaluative incluant les questions d'évaluation détaillées dès le rapport initial (avec des sous-questions) de préférence sous forme de tableau.

## 5. PORTEE DÉTAILLÉE DE L'ÉVALUATION FINALE

L'équipe chargée de l'évaluation finale doit évaluer la performance du projet par rapport aux attentes énoncées dans le cadre logique/de résultats du projet (voir l'Annexe A des TdR). Elle doit évaluer les résultats par rapport aux critères décrits dans les Directives pour la réalisation des évaluations finales des projets appuyés par le PNUD et financés par le FEM.

La section du rapport d'EF sur les constatations doit couvrir les sujets énumérés ci-dessous. Une présentation complète du contenu du rapport d'EF est fournie en Annexe C des TdR.\*

Les critères nécessitant une notation sont marqués d'un astérisque (\*).

### Constatations

#### i. Conception/élaboration du projet

- Priorités nationales et appropriation par le pays
- Théorie du changement
- Égalité des sexes et autonomisation des femmes
- Mesures de protection sociale et environnementale
- Analyse du cadre de résultats : logique et stratégie du projet, indicateurs
- Hypothèses et risques
- Enseignements tirés des autres projets pertinents (par exemple, dans le même domaine focal) incorporés dans la conception du projet
- Participation prévue des parties prenantes
- Les liens entre le projet et d'autres interventions au sein du secteur
- Modalités de gestion

#### ii. Mise en œuvre du projet

- Gestion adaptative (modification de la conception du projet et des produits du projet au cours de la mise en œuvre)
- Participation réelle des parties prenantes et accords réels de partenariat
- Financement et cofinancement du projet
- Suivi et évaluation : conception à l'entrée (\*), mise en œuvre (\*) et évaluation globale du S&E (\*)
- Partenaire de mise en œuvre (PNUD) (\*) et agence d'exécution (\*), contrôle/mise en œuvre globale du projet et exécution (\*)

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- Gestion des risques, y compris les Normes environnementales et sociales

### iii. Résultats du projet

- Évaluer la réalisation des résultats par rapport aux indicateurs en rendant compte du niveau de progrès pour chaque objectif et indicateur de résultat au moment de l'EF et en notant les réalisations finales
- Pertinence (\*), Efficacité (\*), Efficience (\*) et réalisation globale du projet (\*)
- Durabilité : financière (\*), sociopolitique (\*), du cadre institutionnel et de la gouvernance (\*), environnementale (\*) et probabilité globale de durabilité (\*)
- Appropriation par les pays
- Égalité des sexes et autonomisation des femmes
- Questions transversales (réduction de la pauvreté, amélioration de la gouvernance, atténuation des changements climatiques et adaptation à ceux-ci, prévention des catastrophes et relèvement, droits fondamentaux, renforcement des capacités, coopération Sud-Sud, gestion des connaissances, volontariat, etc., selon les cas)
- Additionnalité du FEM
- Rôle de catalyseur / Effet de réplication
- Progrès vers l'impact

### Principales constatations, conclusions, recommandations et enseignements tirés

- L'équipe de l'EF doit inclure un résumé des principales constatations dans le rapport d'EF. Les constatations doivent être présentées sous forme d'énoncés de faits fondés sur l'analyse des données.
- La section sur les conclusions est rédigée à la lumière des constatations. Les conclusions doivent être exhaustives et équilibrées, largement étayées par les preuves et s'inscrire dans la logique des constatations de l'EF. Elles doivent mettre en avant les forces, les faiblesses et les résultats du projet, répondre aux principales questions de l'évaluation et donner des pistes de réflexion pour l'identification et/ou la résolution des problèmes importants ou des questions pertinentes pour les bénéficiaires du projet, le PNUD et le FEM, y compris les questions relatives à l'égalité des sexes et à l'autonomisation des femmes.
- Le rapport doit présenter des recommandations concrètes, pratiques, réalisables et à l'attention des utilisateurs cibles de l'évaluation concernant les mesures à adopter ou les décisions à prendre. Les recommandations doivent être spécifiquement étayées par des preuves et liées aux constatations et aux conclusions relatives aux questions clés traitées par l'évaluation.
- Le rapport d'EF doit également comprendre les enseignements qui peuvent être tirés de l'évaluation, y compris les meilleures pratiques concernant la pertinence, la performance et le succès, qui peuvent fournir des connaissances acquises à partir de circonstances particulières (les méthodes de programmation et d'évaluation utilisées, les partenariats, les leviers financiers, etc.) applicables à d'autres interventions du FEM et du PNUD. Lorsque c'est possible, l'équipe de l'EF doit inclure des exemples de bonnes pratiques concernant la conception et la mise en œuvre du projet.
- Il est important que les conclusions, les recommandations et les enseignements tirés du rapport d'EF intègrent l'égalité des sexes et l'autonomisation des femmes.

Le rapport d'EF comprendra un tableau de notations d'évaluation, comme présenté ci-dessous :

### **Tableau 2 des TdR : Tableau de notations d'évaluation pour le projet CCCD-Rio**

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<b>Suivi et évaluation (S&amp;E)</b>	<b>Note<sup>1</sup></b>
Conception du S&E à l'entrée	
Mise en œuvre du plan de S&E	
Qualité globale du S&E	
<b>Mise en œuvre et exécution</b>	<b>Note</b>
Qualité de la mise en œuvre/du contrôle du PNUD	
Qualité de l'exécution par le partenaire de mise en œuvre	
Qualité globale de la mise en œuvre/exécution	
<b>Évaluation des résultats</b>	<b>Note</b>
Pertinence	
Efficacité	
Efficience	
Note de la réalisation globale du projet	
<b>Durabilité</b>	<b>Note</b>
Ressources financières	
Socioéconomique	
Cadre institutionnel et de gouvernance	
Environnementale	
Probabilité globale de durabilité	

## 6. CALENDRIER

La durée totale de l'évaluation finale du projet sera de 35 jours ouvrables pendant *07 semaines à compter du 03 juillet 2023*. Le calendrier provisoire de l'évaluation finale du projet est le suivant :

Les options pour les visites de sites doivent figurer dans le rapport initial d'EF.

CALENDRIER / durée	ACTIVITÉ
31 mai	Clôture des candidatures
30 juin	Sélection du cabinet pour l'évaluation finale du projet
<i>03 juillet</i>	Préparation de l'équipe du cabinet (remise des Documents de projet, échange avec l'UCP – PNUD), Examen des documents et préparation
<i>01 semaine (12 juillet)</i>	Finalisation et validation du <b>Rapport d'initiation de l'évaluation finale</b> - au plus tard au début de la mission pour l'évaluation finale du projet (parties prenantes, terrain, ...)
<i>02 semaines (27 juillet)</i>	<b>Mission</b> pour l'évaluation finale du projet: réunions avec les parties prenantes, entretiens, visites sur le terrain

<sup>1</sup> Les réalisations, l'efficacité, l'efficience, le S&E, la mise en œuvre/le contrôle et l'exécution, la pertinence sont notés sur une échelle de six points : 6=Très satisfaisant (TS), 5=Satisfaisant (S), 4=Moyennement satisfaisant (MS), 3=Moyennement insatisfaisant (MI), 2=Insatisfaisant (I), 1=Très insatisfaisant (TI). La durabilité est notée sur une échelle de quatre points : 4=Probable (P), 3=Moyennement probable (MP), 2=Moyennement improbable (MI), 1=Improbable (I)

01 jour (28 juillet)	Réunion de synthèse de la mission et présentation des premières conclusions - au plus tôt à la fin de la mission pour l'évaluation finale du projet
02 semaines (11 août)	Préparation du draft du rapport d'évaluation finale
01 semaine (18 août)	Circulation du rapport aux parties prenantes.
02 semaines (24 août)	Préparation et finalisation du Rapport d'évaluation finale (en français)
31 août 2023	Livraison du rapport traduit en anglais

## 7. DOCUMENTS LIVRABLES À PRODUIRE DANS LE CADRE DE L'ÉVALUATION FINALE DU PROJET

#	Documents à produire	Description	Délais	Responsabilités
1	Rapport d'initiation de l'évaluation finale du projet	L'équipe chargée de l'évaluation finale du projet précise ses objectifs et méthodes d'examen y compris une matrice d'évaluation (questions évaluatives)	Au plus tard une (01) semaine après la signature du contrat (12 juillet 2023)	L'équipe chargée de l'évaluation finale du projet présente le rapport à l'Unité mandatrice / Unité de Coordination du projet-UCP
2	Présentation	Premières conclusions	Au plus tard quatre (04) semaines après la signature du contrat. Fin de la mission pour l'évaluation finale du projet (28 juillet 2023)	L'équipe chargée de l'évaluation finale du projet présente les conclusions à l'Unité mandatrice et à l'UCP
3	Projet de Rapport final	Rapport complet (rédigé à l'aide des directives sur le contenu figurant à l'annexe B) avec les annexes et comprenant les conclusions sur les questions évaluatives de la matrice d'évaluation	Au plus tard, six (06) semaines après la signature du contrat. (11 août 2023)	Le projet de rapport sera envoyé à l'Unité mandatrice / UCP,
5	Rapport final en français	Rapport révisé avec que les renvois détaillant comment il a été donné suite (ou non) aux commentaires reçus dans le rapport final d'évaluation finale	Une semaine après la réception des commentaires du PNUD sur le projet de rapport final. (24 août 2023)	Le rapport final sera envoyé à l'Unité mandatrice, UCP
6	Rapport final en anglais	Traduction	Une semaine après la validation du rapport en français, Avant la fin de la	Le rapport final validé traduit en anglais sera envoyé à l'Unité mandatrice et UCP

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			mission (31 août 2023)	
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## 8. DISPOSITIONS RELATIVES À L'ÉVALUATION FINALE

C'est l'Unité mandatrice qui a la responsabilité principale de gérer l'évaluation finale. L'Unité mandatrice de l'évaluation finale du projet est *le bureau du PNUD à Madagascar*. Néanmoins, un groupe de référence de l'évaluation sera mis en place (unité suivi et évaluation du PNUD, chargé de programme Environnement et chargé du portefeuille 1 du PNUD, équipe de projet CCCD-Conventions de Rio, représentant de la partie nationale) afin de veiller à la qualité et à la validation des livrables.

L'Unité mandatrice passera un contrat avec le cabinet sélectionné et s'assurera que l'équipe chargée de l'évaluation finale du projet disposera en temps utile des facilités de voyage dans le pays. L'équipe chargée de l'évaluation finale du projet aura la responsabilité de prendre contact avec l'équipe du groupe de référence de l'évaluation (incluant l'Unité de Coordination du Projet - UCP /CCCD-Conventions de Rio, le représentant de la partie nationale, et l'équipe du PNUD) afin de préparer tous les documents nécessaires, de préparer les entretiens avec les parties prenantes, et d'organiser les visites sur le terrain.

## 9. COMPOSITION DE L'ÉQUIPE DU CABINET

Une équipe composée de deux consultants conduira l'évaluation finale du projet- un chef d'équipe (ayant l'expérience des projets et des évaluations dans d'autres régions du monde), et un expert national (comprenant et parlant le malgache). Le chef d'équipe assurera la coordination, le cadrage méthodologique et la qualité des données et du rapport de la mission. L'expert national évaluera les tendances émergentes en ce qui concerne les cadres réglementaires, les allocations du budget, le renforcement des capacités. Il travaillera avec l'équipe de projet sur l'organisation des activités opérationnelles sur le terrain et contribuera, en tandem avec le chef d'équipe, à la collecte et à l'analyse des données ainsi qu'à la rédaction du rapport.

Les consultants devront être indépendants dans le sens où ils ne peuvent pas avoir participé à la préparation, la formulation, et/ou la mise en œuvre du projet CCCD-Conventions de Rio (y compris la rédaction du Document de projet) et ne devront pas avoir de conflit d'intérêts en relation avec les activités liées au projet.

Les consultants doivent répondre aux qualifications suivantes :

### Chef de mission :

#### Education

Titulaire d'un diplôme universitaire (bacc+5 minimum – Master) : en économie spécialiste en gestion de projet, ou économie de l'environnement, en Droit de l'Environnement ou autres domaines pertinents.

#### Expériences

- Expérience professionnelle d'au moins 8 ans en évaluation et/ou gestion de projets dans les domaines liés aux conventions de Rio ou au développement durable;
- Expérience avérée dans la conduite de mission d'évaluation en tant que chef d'équipe ;
- Expérience pertinente en conduite d'évaluation avec la méthodologie de gestion axée sur les résultats et avec la théorie de changement ;
- Expérience de l'application d'indicateurs SMART et de la reconstruction ou de la validation de scénarios de référence;
- Compétence en gestion adaptative, telle qu'appliquée dans les domaines du changement climatique, de la biodiversité et de la lutte contre la désertification et la dégradation des sols ;
- Expériences dans la collaboration avec le GEF ou les évaluations du GEF;

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- Expérience professionnelle dans la région de l'Océan Indien, à Madagascar et/ou en Afrique ;
- Compréhension avérée des questions liées au genre et aux défis de mise en œuvre des trois conventions de Rio ;
- Expérience dans l'évaluation et l'analyse tenant compte du genre ;
- Excellentes compétences en communication;
- Compétences analytiques démontrables;
- Forte Capacité d'analyse, de synthèse et de rédaction;
- Capacité de communication pour les conduites de réunion et les interview;
- Bonne connaissance en méthodologie de collecte et analyse des données quantitatives et qualitatives.
- Les expériences d'évaluation / d'examen de projets au sein du système des Nations Unies seront considérées comme un atout;
- Une expérience de la mise en œuvre d'évaluations à distance sera considérée comme un atout.

#### **Langage**

Excellente maîtrise du Français et de l'Anglais.

#### **Expert national**

##### **Education**

Titulaire d'un diplôme universitaire (bacc+5 minimum – Master) en sciences sociales (économie, sociologie, etc.), en statistique, en sciences de l'environnement, en science de développement, ou autres domaines pertinents.

##### **Expérience**

- Expérience professionnelle d'au moins 5 ans en évaluation et/ou gestion de projets dans les domaines liés aux conventions de Rio ou au développement durable;
- Expérience pertinente en conduite d'évaluation avec la méthodologie de gestion axée sur les résultats;
- Expérience de l'application d'indicateurs SMART et de la reconstruction ou de la validation de scénarios de référence;
- Compétence en gestion adaptative, telle qu'appliquée dans les domaines du changement climatique, de la biodiversité et de la lutte contre la désertification et la dégradation des sols ;
- Expériences dans la collaboration avec le GEF ou les évaluations du GEF;
- Expérience professionnelle dans la région de l'Océan Indien, à Madagascar et/ou en Afrique ;
- Compréhension avérée des questions liées au genre et aux défis de la mise en œuvre des conventions de Rio,
- Expérience dans l'évaluation et l'analyse tenant compte du genre ;
- Excellentes compétences en communication;
- Compétences analytiques démontrables;
- Bonne connaissance en méthodologie de collecte et analyse des données quantitatives et qualitatives ;
- Forte Capacité d'analyse, de synthèse et de rédaction;
- Capacité de communication pour les conduites de réunion et les interview;
- Les expériences d'évaluation / d'examen de projets au sein du système des Nations Unies seront considérées comme un atout;

#### **Langage**

Très bonne maîtrise du Malgache, du Français et bonne connaissance de l'Anglais.

## **10. CODE DE DÉONTOLOGIE DE L'ÉVALUATEUR**

L'équipe de l'EF est tenue de respecter les normes éthiques les plus élevées et de signer un code de conduite à l'acceptation de la mission. Cette évaluation sera menée conformément aux principes énoncés dans les « Directives d'éthique pour l'évaluation » (GNUE). L'évaluateur doit protéger les droits et la confidentialité des informateurs, des personnes interrogées et des parties prenantes en prenant des mesures pour assurer

le respect des codes juridiques et autres codes pertinents régissant la collecte et la communication des données. L'évaluateur doit également assurer la sécurité des informations collectées avant et après l'évaluation et respecter des protocoles visant à garantir l'anonymat et la confidentialité des sources d'information lorsque cela est prévu. Par ailleurs, les informations et les données recueillies dans le cadre du processus d'évaluation doivent être utilisées uniquement pour l'évaluation et non à d'autres fins sans l'autorisation expresse du PNUD et de ses partenaires.

## 11. MODALITÉS DE PAIEMENT ET SPÉCIFICATIONS

Les paiements sont suivants les modalités ci-après :

- Versement de 20 % du paiement après la présentation satisfaisante de la version finale du rapport initial de l'évaluation finale et après approbation de l'unité mandatrice
- Versement de 40 % du paiement après la présentation satisfaisante du projet de rapport de l'évaluation finale à l'unité mandatrice
- Versement de 40 % du paiement après la présentation satisfaisante du rapport final de l'évaluation finale et après approbation de l'unité mandatrice et du Conseiller Technique Régional (via les signatures sur le formulaire d'approbation du rapport de l'évaluation finale), et la soumission de l'audit trail finalisé.

Critères à remplir pour émettre le paiement final de 40 %<sup>2</sup>

- Le rapport final de l'évaluation finale comprend toutes les exigences énoncées dans les TdR correspondants et les directives relatives à l'évaluation finale.
- Le rapport final de l'évaluation finale est rédigé clairement, organisé de façon logique et il est spécifique au projet concerné (le texte n'a pas été copié et collé à partir d'autres rapports d'évaluation à mi-parcours).
- L'audit trail inclut les réponses et les justifications de tous les commentaires recensés.

## 12. PROCESSUS DE PRÉSENTATION DES CANDIDATURES<sup>3</sup>

Processus recommandé de présentation des propositions :

- a) Lettre confirmant la manifestation d'intérêt et la disponibilité à l'aide du [modèle<sup>4</sup>](#) fourni par le PNUD ;
- b) CVs et Notices personnelles ([Formulaire P11<sup>5</sup>](#));
- c) Brève description de la méthode de travail/proposition technique indiquant les raisons pour lesquelles l'équipe présentée estime être la mieux placée pour réaliser la mission attribuée, et

<sup>2</sup> L'unité mandatrice est tenue d'effectuer les paiements à l'équipe de l'EF dès que les conditions prévues dans les TdR sont remplies. Si une discussion continue oppose l'unité mandatrice à l'équipe de l'EF quant à la qualité et à l'exhaustivité des derniers éléments livrables, le conseiller régional S&E et la direction du fonds vertical doivent être consultés. Si nécessaire, la haute direction de l'unité mandatrice, l'unité des services d'achat et le bureau d'appui juridique seront également informés afin qu'une décision puisse être prise quant à la rétention ou non du paiement de tout montant qui pourrait être dû à l'évaluateur ou aux évaluateurs, à la suspension ou à la résiliation du contrat et/ou au retrait du contractant concerné de toutes les listes pertinentes. Pour plus de détails, voir la Politique du PNUD en matière de contrat individuel

<sup>3</sup> Le recrutement des consultants devra se faire à la lumière des directives relatives au recrutement des consultants dans le POPP: <https://info.undp.org/global/popp/Pages/default.aspx>

<sup>4</sup> <https://intranet.undp.org/unit/bom/psd/Support%20documents%20on%20IC%20Guidelines/Template%20for%20Confirmation%20of%20Interest%20and%20Submission%20of%20Financial%20Proposal.docx>

<sup>5</sup> [http://www.undp.org/content/dam/undp/library/corporate/Careers/P11\\_Personal\\_history\\_form.doc](http://www.undp.org/content/dam/undp/library/corporate/Careers/P11_Personal_history_form.doc)

méthodologie proposée indiquant de quelle manière elle abordera et réalisera la mission attribuée ; ( 1 page au maximum)

- d) **Proposition financière** indiquant le montant total tout compris du contrat et toute autres dépenses relatives au déplacement (billet d’avion, location de voitures et de matériels, indemnités journalières, etc.), qui seront détaillées conformément au modèle joint à la Lettre de manifestations d’intérêt. Dans le cas où un candidat travaillerait pour une organisation/entreprise/institution et prévoirait la facturation par son employeur des frais de gestion relativement à la procédure pour qu’il soit mis à la disposition du PNUD en vertu d’un accord de prêt remboursable (RLA), le candidat devra le signaler ici et s’assurer que tous les frais associés sont compris dans la proposition financière soumise au PNUD.

Tous les documents associés à la candidature devront être présentés **UNIQUEMENT** par courrier électronique à l’adresse suivante: [offres.mg@undp.org](mailto:offres.mg@undp.org), en indiquant en objet « Recrutement d’un cabinet pour l’évaluation finale du projet renforcement des capacités nationales pour le respect des obligations environnementales mondiales dans le cadre des priorités de développement durable», avant le 20 mai 2023, à midi. Les candidatures incomplètes ne seront pas examinées.

### 13. CRITERES D’EVALUATION DES OFFRES :

Seules les candidatures qui répondent et sont conformes aux critères seront évaluées. Les offres seront évaluées selon une méthode qui associe plusieurs évaluations – évaluation de l’offre technique - la formation et l’expérience dans des fonctions similaires compteront pour 70 pour cent et – évaluation de l’offre financière - le tarif proposé comptera pour 30 pour cent de l’évaluation totale. Le cabinet qui présentera l’équipe qui obtiendra la meilleure évaluation, et qui acceptera les conditions générales du PNUD, se verra attribuer le contrat.

Concrètement, une analyse cumulative sera appliquée pour l’examen des candidatures. Dans le cadre du schéma d’analyse cumulative, un score total est obtenu sur la combinaison de techniques pondérée (70) et les attributs financiers (30). Lorsque cette méthode de notation pondérée est utilisée, l’attribution du contrat doit être faite à la candidature dont l’offre a été évaluée et déterminée comme :

- a) Réactive/conforme/acceptable, et  
 b) Ayant reçu le score le plus élevé à partir d’un ensemble prédéterminé de critères techniques et financières pondérés spécifiques à la sollicitation ;

\* Échelle critères techniques : 70

\* Échelle critères financiers : 30

Pour l’évaluation de l’offre technique ; le cabinet sera sélectionné sur base de ses expériences et de sa proposition d’une équipe de consultants disposant des compétences maximales dans les domaines suivants : *(cette rubrique représente 70 points sur les 100 de l’échelle d’évaluation des offres technique et financière)*

Critères	Points maximum
<b>Approche méthodologique du cabinet</b>	<b>40</b>
<i>Compréhension des TDR (objectifs et résultats attendus)</i>	5
<i>Compréhension du concept d’évaluation finale de projet</i>	10
<i>Clarté et pertinence de la méthodologie : compréhension du concept d’évaluation finale de projet</i>	15

<i>Pertinence de l'utilisation des ressources (chronogramme et personnel dédié)</i>	5
<i>Pertinence et cohérence du plan de travail</i>	5
<b>Expériences du cabinet</b>	<b>25</b>
<i>Expériences du cabinet en matière d'évaluation finale de projet sur l'environnement –</i>	15
<i>Expériences du cabinet à Madagascar</i>	5
<i>Expériences du cabinet avec le PNUD et/ou le GEF</i>	5
<b>Expériences des personnels clé pour la mission</b>	<b>35</b>
<b>Consultant(e) International(e), Chef de mission</b>	<b>25</b>
<i>Qualification (diplôme de niveau Bac + 5) en économie spécialiste en gestion de projet, ou économie de l'environnement, en Droit de l'Environnement ou autres domaines pertinents.</i>	8
<i>Expériences professionnelles de 10 ans dans la conduite d'une mission similaire, en évaluation de projet et en gestion axée sur les résultats</i>	8
<i>Expériences professionnelles de 5 ans dans la collaboration avec le GEF ou le PNUD ou autres agences du SNU</i>	3
<i>Expériences professionnelles dans la Région Océan Indien, et/ou à Madagascar et/ou en Afrique</i>	2
<i>Compréhension et expériences avérée des questions liées au genre et changement climatique</i>	2
<i>Maîtrise du français et de l'anglais</i>	2
<b>Consultant(e) national(e), Spécialiste en environnement / biodiversité</b>	<b>10</b>
<i>Qualification (diplôme de niveau Bac + 5) en foresterie, environnement, sciences naturelles, économie de l'environnement, sciences sociales ou autres domaines similaires.</i>	5
<i>Expériences professionnelles de 5 dans la participation à une mission similaire, en évaluation de projet et en gestion axée sur les résultats</i>	2
<i>Expériences professionnelles de 5 ans dans la création et la gestion d'A.P de catégorie V de l'UICN pécifiquement</i>	2
<i>Expériences professionnelles dans la collaboration avec le GEF, PNUD ou d'autres agences du SNU</i>	1

Les candidatures féminines sont vivement encouragées. En raison du grand nombre de demandes que nous recevons, nous ne sommes en mesure d'informer que les candidats retenus à l'issue du processus de sélection.

## Appendix 2: Itinerary

Sections	Date	Comments
Travel: Bamako - Antananarivo	April 24	
Arrival in Antananarivo	April 25	
2nd briefing	April 29	
Meeting with stakeholders in Antananarivo	April 29 to May 2	
Field visit to Itasy from Antoby – East, Andakana and Ambohitovo and the village of Ampefy	May 2 to May 9	

### Appendix 3: List of documents consulted

- CCCD Rio Prodoc : “ Strengthening National Capacities to Meet Global Environmental Obligations with the Framework of Sustainable Development Priorities ” or “Strengthening national capacities to meet global environmental obligations within the framework of sustainable development priorities”
- CCCD Rio Annual workplan, 2019/2020
- CCCD Rio Forecast Workplan, 2017
- CCCD Rio Report 1st quarter , 2018
- CCCD Rio Annual Report, 2018
- CCCD Rio Annual Work Plan (AWP), 2019
- CCCD Rio Annual Report , 2019
- CCCD Rio Workplan, 2021-2022
- CCCD Rio Steering Committee Meeting Minutes , Jan. 2023
- Guidance for Conducting Terminal Evaluations of UNDP-supported GEF-funded projects, 2020
- National Environmental Action Plan for Sustainable Development (PANEDD) 2020-2030, MEDD, March 2023
- Policy and Institutional Analysis (API), BIOFIN – Madagascar, 2021
- The biodiversity financing plan, Madagascar, BIOFIN, Nov. 2022
- Environmental Management Support Program (PAGE) – Madagascar: our best practices, 2020
- Analysis of biodiversity spending for Madagascar, July 2021
- Practical guide for raising awareness on the three Rio conventions for use by CSOs and the private sector, New Deal for Nature and People – AFD – MEDD – WWF - UNDP, 2022

### Appendix 4: Evaluation matrix

CRITERIA	KEY QUESTIONS	SUB-QUESTIONS	DATA SOURCES	COLLECTION METHODS	INDIC.	ANALYSIS PLAN
<b>RELEVANCE</b>	<ul style="list-style-type: none"> <li>To what extent do the project interventions meet the needs and priorities of the Country?</li> </ul>	<ul style="list-style-type: none"> <li>To what extent is the project aligned with national policies, strategies and priorities?</li> <li>To what extent has the project remained relevant to national priorities despite the changing national context?</li> </ul>	<ul style="list-style-type: none"> <li>Documents</li> <li>Transcription of interviews with stakeholders...</li> </ul>	<ul style="list-style-type: none"> <li>Documentary analysis</li> <li>Interviews</li> </ul>		<ul style="list-style-type: none"> <li>Alignment with needs and priorities is analyzed through the links between the logical care of the project and the logical frameworks of national plans or strategies.</li> </ul>
	...					
<b>EFFICIENCY</b>	<ul style="list-style-type: none"> <li>To what extent were the project activities carried out and results achieved?</li> </ul>	<ul style="list-style-type: none"> <li>To what extent did the project achieve its objectives and contribute to the strategic vision of UNDP and Govt. Malagasy?</li> <li>•What is the current level of achievement of the project products?</li> </ul>	<ul style="list-style-type: none"> <li>Documents</li> <li>Transcription of interviews with stakeholders...</li> <li>Project activity report</li> <li>Report of interviews with beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Documentary analysis</li> <li>Interviews</li> <li>Documentary analysis</li> <li>Interviews/focus groups</li> </ul>		<ul style="list-style-type: none"> <li>Comparison of expected results with observed results</li> <li>....</li> </ul>
<b>EFFICIENCY</b>	<ul style="list-style-type: none"> <li>Was the project implemented optimally?</li> </ul>	<ul style="list-style-type: none"> <li>Were the project results achieved at acceptable costs?</li> <li>Did the project design include an appropriate viability/sustainability and handover strategy?</li> </ul>	<ul style="list-style-type: none"> <li>Project activity report</li> <li>Report of interviews with beneficiaries</li> <li>Project activity report</li> <li>Report of interviews with beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Documentary analysis</li> <li>Interviews/focus groups</li> <li>Documentary analysis</li> <li>Interviews/focus groups</li> </ul>	<ul style="list-style-type: none"> <li>Project budget</li> <li>Amount of disbursements by activity</li> </ul>	<ul style="list-style-type: none"> <li>Comparison of activity costs with benchmarks</li> <li>Cost/benefit analysis...</li> </ul>

CRITERIA	KEY QUESTIONS	SUB-QUESTIONS	DATA SOURCES	COLLECTION METHODS	INDIC.	ANALYSIS PLAN
IMPACTS	What are the major changes brought by the project?	<ul style="list-style-type: none"> <li>▪ What concrete change has the project brought to the beneficiaries?</li> </ul>	<ul style="list-style-type: none"> <li>▪ Project activity report</li> <li>▪ Report of interviews with beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>▪ Documentary analysis</li> <li>▪ Interviews/focus groups</li> </ul>		<ul style="list-style-type: none"> <li>▪</li> </ul>

## Appendix 5: Semi-structured interview guide

Good morning

It is within the framework of the final evaluation of the RIO Mada project that we want to speak with you.

Our evaluation will allow all stakeholders to assess the level of execution of the said project, the results achieved, the strengths, weaknesses, opportunities and recommendations.

### 1. Relevance/Coherence:

- To what extent is the project aligned with national policies, strategies and priorities? To what extent has the project remained relevant to national priorities despite the changing national context?
- Are the project components in line with the analysis and objectives in terms of strengthening national capacities for compliance with environmental obligations ?
- Are the components coherent to meet the expected results?
- How has the project been harmonized with other similar initiatives led by government or other stakeholders?
- Has the project been designed appropriately and strategically taking into account the main objectives in strengthening national capacities to meet environmental obligations ?
- To what extent is the theory of change developed in the Prodoc .?
- To what extent do the project objectives correspond to the priorities and policies of the financial partner, the United Nations Cooperation Framework (UNSDCF), the CPD 2021 – 2023, the project's state partners (ministries) and the targeted groups?
- Did the project maintain its relevance throughout its implementation, including relevance in terms of timing?
- To what extent were stakeholders (communities, technical services, NGOs /CSOs, etc.) involved in the implementation of the project?
- How was the project able to adapt to the changing needs of the targets and the context in the implementation of interventions within the framework of the project?
- To what extent is the intervention compatible with other interventions in the country?
- What were the effects of exogenous and endogenous factors on the project and how did the project adjust?



**2. Efficiency :**

- To what extent did the project achieve its objectives and contribute to the strategic vision of UNDP and the Malagasy Government?
- What is the current level of achievement of project products?
- To what extent have the expected results of the project been achieved or has progress been made towards achieving the desired effects? What are the main factors (positive or negative), internal or external to the UNDP intervention, which affected the implementation of the project?
- How might these factors have limited or facilitated progress toward achieving project objectives ?
- Have the management structures put in place as well as the working methods developed by both UNDP and its partners been appropriate and effective?
- Have the appropriate monitoring mechanisms been put in place with regard to the expected results?
- Has the project monitoring system captured data on results in strengthening national capacities for compliance with environmental obligations adequately and at an appropriate level of achievement?
- To what extent have the results contributed to gender equity (sensitivity to inequalities )?
- How have the products delivered by UNDP impacted the effects and in what way have they proven effective?
- How appropriate was the project targeting strategy ?
- Were the internal capacities of the project implementation team adequate to ensure the ongoing maintenance of the gender-sensitive approach to conflict?

**3. Efficiency:**

- Were the project results achieved at acceptable costs?
- Was it possible to achieve the same results using fewer resources?
- To what extent were the resources (human, material and financial) made available used appropriately to achieve the recommended objectives?
- Have the various resources (human, material and financial) required from UNDP, donors and government participation been anticipated and mobilized within the appropriate and sufficient time frame?
- To what extent were funds transferred and were activities implemented on time?

**4. Sustainability :**

- To what extent have sustainability issues been integrated as part of the project design?
- To what extent do the benefits resulting from the project persist after the project is finalized and funding stops? What are the main factors that influence the viability or non-viability of the project and how can they be overcome?
- Did the project design include an appropriate viability/sustainability and handover strategy (including promotion of national/local ownership, use of local capacities, etc.) to support positive changes in strengthening national capacities for compliance with environmental obligations?

- Has the project adequately documented its progress, results, challenges and lessons learned?

**5. Impact**

- Are the activities carried out and the results observed compatible with the overall purpose and the expected impact: in terms of gender and strengthening national capacities for compliance with environmental obligations?
- What are the consequences/effects (positive and negative, direct or indirect, intentional or not) of the project and how are they explained?
- What concrete change has the activity in question brought to the beneficiaries?
- To what extent did the project act as a catalyst?
- Was the project in spite of itself responsible for any negative impacts?
- Have a permanent context monitoring process and a monitoring system for unintended impacts been put in place?

## Appendix 6: List of actors to meet

- The focal points of the three RIO conventions and its protocols;
- The technical directorates leading the components at the MESD level: Directorate for the Promotion of Research and Integration of the Sustainable Development Approach (DPRIDDD), Directorate for the Sustainable Financing Mechanism (DMFD), Directorate for Legal Affairs and Litigation (DAJC), Directorate of Communication and Information System (DCSI), Directorate of Programming and Monitoring-Evaluation (DPSE), Directorate of the Coordination Unit of Research, Education and Communication Training (DUCREF), etc. ;
- Senior officials and managers of the work/activity teams: DIDE (Leader of Component 1), “MESD-DREDD technical team” in charge of monitoring the project, other MESD Directorates (Protected Areas - DAPRNE, Monitoring and evaluation) ;
- Members of the Project Steering Committee;
- The main stakeholders in the project, member of the technical working group: Technical ministries (Mines, Agriculture, Water, Higher education and scientific research, Justice, Decentralization, Energy, Land use planning, etc., CSO, Private sector;
- Sectoral Environmental Units within technical ministries and Regional Environmental Units in pilot regions;
- The partners who initially agreed to co-finance the project such as Projet Kobaby (CFD), GiZ , WWF, etc.
- Universities and research centers: Faculty of Agricultural Sciences, Research Center for Environmental Education, National Center for Training, Studies and Research in Environment and Forestry (CNFEREF), National Center for Training of Forestry Technicians (CNFTF) ;
- The UNDP Portfolio Team 1, “Democratic Governance and Rule of Law”;
- Local administrators of the municipalities of intervention, representatives of professional and community organizations, NGOs and Civil Society Organizations (CSOs) involved in the project area.

## Appendix 7: Rating Scale

Using the table and the instructions below:

NOTE	APPRECIATION	CATEGORY
Ratings for results, relevance, effectiveness, efficiency, M&E, implementation/supervision, execution		
6	Highly satisfactory (HS)	Satisfying
5	Satisfactory (S)	
4	Moderately satisfactory (MS)	
3	Moderately unsatisfactory (MU)	Unsatisfactory
2	Unsatisfactory (U)	
1	Highly unsatisfactory (HU)	
Ratings for sustainability		
4	Likely (L)	Likely
3	Moderately likely (ML)	
2	Moderately unlikely (MU)	Unlikely
1	Unlikely (U)	

Ratings for results, effectiveness, efficiency, M&E, implementation/supervision, execution, relevance:

- 6 = Highly Satisfactory (HS): exceeds expectations and/or no deficiencies
- 5 = Satisfactory (S): meets expectations and/or no or few deficiencies
- 4 = Moderately Satisfactory (MS): more or less meets expectations and/or some deficiencies
- 3 = Moderately Unsatisfactory (MU): slightly below expectations and/or significant deficiencies
- 2 = Unsatisfactory (U): significantly below expectations and/or major deficiencies
- 1 = Highly unsatisfactory (HU): serious deficiencies Unable to assess (U/A): available the information does not allow an assessment

Sustainability Ratings:

- 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): Serious risks to sustainability Unable to assess (U/A): Unable to assess the expected impact and magnitude of risks to sustainability

	Ratings
<b>1. Monitoring and evaluation (M&amp;E)</b>	
Design of M&E at Entrance	3
Implementation of the M&E plan	3
Overall quality of M&E	3
<b>2. Implementation by the Executing Agency (IA) and Execution by the Executing Agency (EA)</b>	

Quality of UNDP implementation/supervision	5
Quality of implementation of implementing partners	5
Overall quality of implementation/execution	5
<b>3. Evaluation of results</b>	
Relevance	6
Efficiency	4
Efficiency	3
Overall assessment of project results	4
<b>4. Sustainability</b>	
Financial viability	3
Sociopolitical sustainability	3
Institutional framework and sustainability of governance	3
Environmental sustainability	3
Overall probability of sustainability	3

## Appendix 8: Consultant Agreement Form

Agreement to comply with the United Nations System Code of Conduct on Evaluation:

Name of Consultant: Ibrahim NIENTA, Office of Studies and Capacity Building in the Sahel  
(BERCAP) SAHEL INTERNATIONAL

**I confirm that I have received and understood the United Nations Code of Conduct  
for Evaluation and I undertake to comply with it.**

*Bamako , 07/09/2024*



M. Ibrahim NIENTA

Signature :

## Appendix 9: Code of Conduct Form

### Les évaluateurs/Consultants :

1. Doivent présenter des informations complètes et équitables dans leur évaluation des forces et des faiblesses afin que les décisions ou les mesures prises soient bien fondées.
2. Doivent divulguer l'ensemble des conclusions d'évaluation, ainsi que les informations sur leurs limites et les mettre à disposition de tous ceux concernés par l'évaluation et qui sont légalement habilités à recevoir les résultats.
3. Doivent protéger l'anonymat et la confidentialité à laquelle ont droit les personnes qui leur communiquent des informations. Les évaluateurs doivent accorder un délai suffisant, réduire au maximum les pertes de temps et respecter le droit des personnes à la vie privée. Les évaluateurs doivent respecter le droit des personnes à fournir des renseignements en toute confidentialité et s'assurer que les informations dites sensibles ne permettent pas de remonter jusqu'à leur source. Les évaluateurs n'ont pas à évaluer les individus et doivent maintenir un équilibre entre l'évaluation des fonctions de gestion et ce principe général.
4. Découvrent parfois des éléments de preuve faisant état d'actes répréhensibles pendant qu'ils mènent des évaluations. Ces cas doivent être signalés de manière confidentielle aux autorités compétentes chargées d'enquêter sur la question. Ils doivent consulter d'autres entités compétentes en matière de supervision lorsqu'il y a le moindre doute à savoir s'il y a lieu de signaler des questions, et comment le faire.
5. Doivent être attentifs aux croyances, aux us et coutumes et faire preuve d'intégrité et d'honnêteté dans leurs relations avec toutes les parties prenantes. Conformément à la Déclaration universelle des droits de l'homme, les évaluateurs doivent être attentifs aux problèmes de discrimination ainsi que de disparité entre les sexes, et s'en préoccuper. Les évaluateurs doivent éviter tout ce qui pourrait offenser la dignité ou le respect de soi-même des personnes avec lesquelles ils entrent en contact durant une évaluation. Sachant qu'une évaluation peut avoir des répercussions négatives sur les intérêts de certaines parties prenantes, les évaluateurs doivent réaliser l'évaluation et en faire connaître l'objet et les résultats d'une façon qui respecte absolument la dignité et le sentiment de respect de soi-même des parties prenantes.
6. Sont responsables de leur performance et de ce qui en découle. Les évaluateurs doivent savoir présenter par écrit ou oralement, de manière claire, précise et honnête, l'évaluation, les limites de celle-ci, les constatations et les recommandations.
7. Doivent respecter des procédures comptables reconnues et faire preuve de prudence dans l'utilisation des ressources de l'évaluation.

### Formulaire d'accord avec le Consultant chargé de l'examen à mi-parcours

Accord pour le respect du Code de conduite du système des Nations Unies en matière d'évaluation :

Nom du Consultant: \_\_\_\_\_BERCAP SAHEL INTERNATIONAL

Nom de l'Organisation de conseils (le cas échéant): \_\_\_\_\_

**Je confirme avoir reçu et compris le Code de conduite des Nations Unies en matière d'évaluation et je m'engage à le respecter.**

Signé à Bamako (Lieu) le 09/07/2024 (Date)

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



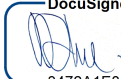
## Appendix 10: TE clearance Form

*(to be completed by CO and UNDP GEF Technical Adviser based in the region and included in the final document)*

Evaluation Report Reviewed and Cleared by

UNDP Country Office

Name: \_\_\_\_\_ Jean-Francois DUBUISSON, Deputy Resident Representative \_\_\_\_\_

DocuSigned by:  
  
3472A1E84FD3471...

Signature: \_\_\_\_\_ Date: \_\_\_ 01-09-2024 \_\_\_\_\_

UNDP GEF RTA

Name: \_\_\_\_\_ Ms. Thania Eloina Felix Canedo

Signed by:  
  
E6EE544211884CB...

Signature: \_\_\_\_\_ Date: \_\_\_\_\_ 04-Sep-2024

DS  
tr



**Annexes attached separately:**

**Appendix 11: Capacity Development Scorecard (TE stage)**

**Appendix 12: TE Audit Trail**