

# BUILDING CAPACITY AND MAINSTREAMING SUSTAINABLE LAND MANAGEMENT IN MALDIVES

## TERMINAL EVALUATION REPORT

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## ACRONYMS

ADB	Asian Development Bank
ADMP	Agricultural Development Master Plan
AFS	Agricultural and Forest Service
APR	Annual Progress Report
AusAID	Australian Bilateral Aid
BAEBP	Baa Atoll Ecosystem Based Project
CBO	Community-Based Organizations
CCA	Climate Change Adaptation
CDRs	Combined Disbursement Reports
EIA	Environment Impact Assessment
EPPA	Environmental Protection and Preservation Act
ERC	Environment Research Center
ERSS	Economic Research and Statistics Service
ES	Environment Section
FAO	Food and Agriculture Organization of the United Nations
FDES	Fisheries Development and Extension Service
GDP	Gross Domestic Product
GEF	Global Environmental Facility
GIS	Geographical Information System
GoM	Government of Maldives
GSU	Global Support Unit
IR	Inception Report
IW	Inception Workshop
IUCN	The World Conservation Union
IWRM	Integrated Water Resources Management
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MBS	Management and Budget Service
MED	Ministry of Economic Development
ME	Ministry of Education
MEEW	Ministry of Environment, Energy and Water\
MEE	Ministry of Environment and Energy
MoFA	Ministry of Fisheries and Agriculture
MFA	Ministry of Foreign Affairs
MHRYS	Ministry of Human Resources, Youth and Sports
MTHE	Ministry of Transport, Housing and Environment
MWASS	Ministry of Women's Affairs and Social Security
MHA	Ministry of Home Affairs
MHI	Ministry of Housing and Infrastructure
MOU	Memorandum of Understanding
MPND	Ministry of Planning and National Development
MPAS	Maldives Protected Areas System Project

MSP	Medium Sized Project
MTAC	Ministry of Tourism, Arts and Culture
MTE	Mid-Term Evaluation
MWSA	Maldives Water and Sanitation Authority
NAP	National Action Programme on Land Degradation
NAPA	National Adaptation Plan of Action
NBSAP	National Biodiversity Strategy and Action Plan
NCPE	National Commission for Protection of Environment
NCSA	National Capacity Self-Assessment
NDP	National Development Plan
NEAP	National Environmental Action Plan
NEX	National Execution
NGO	Non-Governmental Organization
OP- 15	Operational Programme 15
PCS	Planning and Coordination Service
PM	Project Manager
PMU	Project Management Unit
PRSP	Poverty Reduction Strategy Paper
PRODOC	Project Document
Rf	Rufiyaa (Maldivian currency)
RCU	Regional Coordinating Unit
SC	Steering Committee
SLM	Sustainable Land Management
TAG	Technical Advisory Group
TNA	Technology Needs Assessment
TOR	Term of Reference
TPR	Tripartite Review
TRAC	Target for Resource Assignment from the Core
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDP-CO	United Nations Development Programme – Country Office
UNCBD	United Nations Convention on Biological Diversity
UNCCD	United Nations Convention to Combat Desertification
UNFCCC	United Nations Framework Convention on Climate Change
WHO	World Health Organization

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## **EXECUTIVE SUMMARY**

The “BUILDING CAPACITY AND MAINSTREAMING SUSTAINABLE LAND MANAGEMENT IN MALDIVES or the MALDIVES SLM Project” was evaluated in November 2012. This evaluation aimed to assess the levels of project accomplishments and outcomes and synthesize lessons that may help improve the selection, design and implementation of future programs and projects that address land degradation.

Overall, the Project design addressed the key priorities set by the National Development Plan. The major positive feature in the design was the appropriate localization of UNCCD objectives. Instead of solely focusing on improving agricultural land management as most SLM projects do globally, this project addressed underlying issues in overall land use governance.

A key gap in the project design was the lack of inter-component synergy. The generation of updated information on land use and land degradation as an input to the preparation of the National Action Plan or NAP to Combat Land Degradation was not emphasized in the design. Also, the policy reform agenda were to be accomplished over a rather short time frame.

The Project was affected by major changes in government priorities due to a change in the form of government in 2009 and again in 2012 during a change in leadership. This prevented sufficient attention to Project needs. Also, unresolved issues in personnel hiring policy resulted into not having a full time Project Manager, thereby aggravating the lack of attention to project targets and to project visibility.

The Project did not have an inception workshop (IW) that would have adapted the Project plan into new realities at the start of implementation, while ensuring fidelity to Project objectives and outcomes. To make up for this gap, an internal inception meeting was held. But aside from having no record (of said meeting), it was not referred to as basis for adaptive management. In the absence of implementation guidance from an IW, and of a full time project management that would have served as an advocate, the project suffered from an “image” problem.

For some, it was stereo-typed a “small study” of the Housing Ministry to combat desertification in a country where “desertification” was not a compelling problem. In 2011, it was perceived that many of the planned studies under this Project were already redundant to on-going studies (no analysis, however, appears to have been done to pinpoint the redundancy). For others, it was not clear why the project was led by the MHI when the UNCCD focal point was the MEE.

MOFA on the other hand declined at first to implement the component assigned to it, due to perceived manpower problems resulting from reorganization that started in 2009 (it eventually agreed to do its role in 2012, the final year).

The earlier consensus (as reflected in the PRODOC) identifying the project as an inter-sectoral, catalytic effort to address overall land use governance, appear to have been marginalized by the more overriding concern of the Senior GOM leadership to bring immediate and tangible assistance at the grassroots level. In at least one instance, the senior leadership proposed to revise the targets for generating strategic knowledge products into targets that would physically address water shortage, such as the construction of a regional water storage facility.

The project also did not have a Mid-Term Review (MTR) because the level of accomplishments did not reach the threshold that would justify such exercise. There was no in depth “in-house review” or self-assessment. Instead, an NSC meeting in 2011 and a GOM and UNDP bilateral meeting in 2012 resulted into downscaling of target activities. An unexpected financial reconciliation error in the mid-2012 further resulted into downscaling.

Adaptive management measures other than the inception workshop and MTR were done but unfortunately, they were not able to overcome the management issues. These measures included a UNDP request to the President in mid-2009 to intensify implementation; an NSC meeting in 2011 to revise the targets and bilateral environment portfolio meetings between MEE and UNDP in 2012.

A new project manager in late 2011 provided a positive push to implement the agreed upon revisions in 2012. However, starting many activities on the final year (2012) diminished the projects ability to cope with the normally long procurement procedures that had to be complied with. Section 6.0 summarizes the actual accomplishments as of November 15, 2012. As of December 2, 2012 only 44 % of the project budget was expended.

The above constraints notwithstanding, the Project made notable gains in at least 3 aspects:

- a) Land Information system (MHI) – The Project was able to generate this system, pre-test it on the ground and orient a number of would-be implementers at the island level. This system can go a long way to support proper land use beginning in urban areas. It has built the capacity to know “who owns what?” It opens the door to answering the question “how are the different types of land being used by whom?”
- b) Community extension work in SLM in agriculture (MOFA) – The current extension work just by the MOFA in 2012 in 5 islands together with at least two NGOs, provides a glimpse of promising technical innovations that can help address beach erosion, soil degradation and saltwater intrusion. When the work reaches maturity, it can provide a good visual representation of what SLM could be like, at least in the agricultural setting. If sufficient logistical support is continued, it can help ensure that MOFA and local

government personnel would be able to learn new insights and technical innovations from the pilot work.

- c) National Action Plan for SLM or the NAP (MEE) – In spite of some substantive gaps, the current draft assembles current information on issues and opportunities reasonably well and is in the right direction. With appropriate additional technical information and improvements in presentation, it can serve as a good platform to begin a more in depth dialogue on SLM issues and concerns.

In Section 7.0, a rating is provided on the achievement of project outputs and outcomes using the GEF UNDP rating scale for SLM Projects. The rating is based on an empirical review of actual activities and outputs and outcome indicators as well progress reports. It also took into account the revisions of 2011 and 2012. Thus, the relevance of 3 of 5 outcomes is moderately satisfactory (moderate shortcomings).

The positive work in progress for the LIS is the most notable achievement. If this was to be rated by itself, it would qualify for “Moderately Satisfactory.” for effectiveness. But the rating is for outcomes, not individual projects. Unfortunately, the LIS could not compensate for the major gaps in many aspects contemplated by the long list of planned outputs. On the other hand, community extension work (MOFA) and NAP (MEE) are still works in progress and their effectiveness could not be discerned yet. In terms of effectiveness, the rating is “moderately unsatisfactory” (i.e. “significant shortcomings”).

Specific recommendations and lessons learned are provided in Section 8.0. It is recommended that GOM consolidate the initial gains of the 3 major accomplishments (LIS, community extension and NAP). It would also be good to address one fundamental target that was not done. This was about generating evidence-based information on the state of land degradation which could be the basis for policy formulation.

For future SLM Projects that require intense inter-sectoral collaboration, there is a need to manage expectations carefully and align these with cultural realities. Project management mechanisms must be planned and articulated carefully in the PRODOC. Also, an inception workshop is also indispensable and should be made a condition for further fund releases. If a Midterm review cannot be done if the threshold of accomplishments does not warrant it, an exhaustive in house assessment would be helpful.

Many SLM activities are de facto adaptation strategies for climate change. The more SLM is explained and communicated in the context of climate change adaptation, the more likely is the sustainability of the 3 gains cited above.



## **1.0 BACKGROUND**

The Building Capacity and Mainstreaming Sustainable Land Management in Maldives or the Maldives SLM Project is a joint project of the Government of Maldives, UNDP and GEF. It addresses the issues of land use governance in Maldives in line with the National Development Plan. The Project started in August 2008. It was supposed to end in August 2011. It was extended until December 2012.

This Project was evaluated in November 2012. This evaluation aimed to assess the levels of project accomplishments and outcomes and synthesize lessons that may inform future plans for SLM in Maldives. It can also help improve the selection, design and implementation of future GEF projects. As part of the evaluation, over 27 stakeholders from 11 organizations including 7 Government Agencies were interviewed while various project documents were reviewed. This is the evaluation report.

## **2.0 THE PROJECT**

### **2.1. OBJECTIVES**

The SLM Project aims to strengthen the enabling environment for sustainable land management (SLM) while ensuring broad based political and participatory support for the process. It was envisioned that by the end of the Project, GOM will have begun a process of capacity development and mainstreaming elaborated on the National Action Plan for land degradation and produced a Medium Term National Investment Plan for SLM.

### **2.2. EXPECTED OUTCOMES AND TIMEFRAME**

There are five expected outcomes:

Outcome 1: Human resources and institutional capacities needed for SLM are developed

Outcome 2: Policies and the regulatory framework for SLM, and the knowledge base to inform them, are developed

Outcome 3: SLM is integrated into national and sectoral policies and regional planning

Outcome 4: National Action Programme (NAP) for SLM is complete

Outcome 5: Monitoring and Evaluation, Adaptive Management and Learning in Place

Each outcome above is supported by several outputs and activities. These are described in the Project log frame. Section 6.1 to Section 4.4 below provides a comprehensive view of outcomes, outputs and activities.

The Project started in August 2008. It was supposed to end in August 2011. It was extended until December 2012. The total cost is USD 1,101,000. GEF provided a Grant of USD 500,000

while GOM and UNDP provided a counterpart of USD 460,000 (in kind) and USD 50, 000 respectively.

### 2.3. OUTPUTS AND RESPONSIBILITIES

This Project is dependent on inputs and interactions by many key agencies to produce the outputs and outcomes desired. The key agencies responsible are indicated in the Table below. It will be noted that the bulk of the work would be at MHUD and MEEW.

Outcome	Output	LEAD					
		MHUD	MEEW	MFAR	MPND	MOAD	MOHA
Human and Institutional Capacity	Trained Technical personnel						
	Trained farmers						
	Awareness Creation Workshops						
	Institutional mandates review						
Policies regulatory framework and knowledge management	Status report on land degradation						
	computerized land management system						
	Land law and administration						
	Conservation and protection of water						
SLM Mainstreaming	SLM in NDP						
	SLM in environmental policies						
	SLM in Medium Term Investment Plan						
NAP Completion	Draft NAP Document						
	Final and Adopted NAP						
	Implementation and Monitoring of NAP						

Note: The Acronyms represent the Agency titles at the time of project approval. Two government reorganizations have subsequently changed their agency titles as follows: Ministry of Housing and Infrastructure (MHI); Ministry of Environment and Energy (MEE); Ministry of Fisheries and Agriculture (MOFA). Please see also Section 5.1 for a brief description of the reorganization.

### 3.0 THE EXTERNAL EVALUATION

#### 3.1. OBJECTIVES OF THE EVALUATION

This evaluation is part of the life cycle of the GEF supported SLM Project. Following the global guidance provided by GEF, the purposes of the external evaluation are:

- Promote accountability and transparency, and assess and disclose levels of project accomplishments;
- Synthesize lessons that could help improve the selection, design and implementation of future GEF activities;
- Provide feedback on issues that are recurrent across the portfolio and need attention, and on improvements regarding previously identified issues; and

- Contribute to the GEF Evaluation Office databases for aggregation, analysis and reporting in the effectiveness of GEF operations in achieving global environmental benefits and in the quality of monitoring and evaluation across the GEF system.

### 3.2. APPROACH AND METHODOLOGY

An external evaluator was engaged to conduct the evaluation for the period November 3 to November 20. The external evaluator visited Maldives and interacted with Project holders and stakeholders from November 4 to November 14. Specifically, the following evaluation methods were utilized:

- Review of project documents and other relevant literature
- Interviews and follow up interviews (average of 30 to 45 minutes each)
- Visit to an agricultural landscape and interact with an Island Council (Thoddhoo island)
- Intermittent validation of facts and figures collected by the evaluator with UNDP and GOM counterparts.

Findings were presented on November 14 and feedback addressed in the draft report. The report follows the standard outline preferred by UNDP and GEF and was prepared in Manila. A first draft was circulated and based on the comments received as of January 9; this final report has been prepared.

### 3.3. STAKEHOLDERS CONSULTED

The following is a summary of stakeholders who were consulted. The number of interviews is indicated and the number of persons involved is indicated below.

Stakeholder	Number of Interviews	Number of Persons
Ministry of Housing and Infrastructure	3	2
Maldives Land Survey Authority	1	3
Ministry of Environment and Energy	5	5
Ministry of Fisheries and Agriculture	1	3
Department of National Planning	1	1
Ministry of Home Affairs	1	1
Maldives Climate Youth Network	1	1
Island Council of Thoddhoo	1	5
PMU	5	1
UNDP CO	3	4
UNDP Bangkok	( email )	1
Total interviews and persons involved	21	27

The key findings were presented to key officials and staff of GOM as well as the UNDP on November 14, 2012.

Limitations. There are certain limitations. Several important documents such as the results of the internal inception meetings could not be retrieved. The discussion on the NAP was insufficient because the sole person who facilitated the technical review of the draft NAP was unavailable during the entire mission. Several follow up emails to request for phone interview were not successful as of final report writing.

It was not possible to visit the pilot sites of MOFA due to distance and limited time during the mission, thus, an alternative trip to Thoddhoo Island was arranged to provide the evaluator a sense of the agricultural issues and opportunities on the ground. Thoddhoo was also one of the candidate sites identified by the Project Document.

## **4.0 FINDINGS ON PROJECT FORMULATION**

### **4.1. OVERALL CONCEPT**

The overall project design addresses issues raised in the National Plan at the time of formulation such as land use, land degradation and climate change. The subsequent Strategic Action Plan of 2009 articulated the need to address SLM issues through policy reforms and proactive programs. The Project addresses all three outcomes under OP 15 of the UNDP, GEF, LDC and SIDS Targeted Portfolio Approach for Capacity Development and Mainstreaming of Sustainable Land Management. These outcomes deal with cost effective and timely delivery of GEF resources.

Localization of UNCCD targets. The Project supports UNCCD Strategic Objectives for 2009 to 2018 which GOM is committed since its accession to the Convention. The project concept is not typical of the other SLM projects supported by GEF and UNCCD. It goes beyond the traditional ambit of UNCCD-inspired plans and discusses overarching issues like lack of land use plans, and underground water management, etc. It is also run not by the Ministry of Agriculture but by the Ministry that works on land use issues and cross-cutting land use planning. This is a commendable approach because it attempts to address underlying governance issues rather than following the usual line of promoting sectorally-based soil conservation and technical interventions for land management.

Suboptimal role of the Agriculture Sector. The production modalities in the agriculture industry in the Maldives have advanced in the last few decades. Farms that started off with simple crop cultivation practices to supply local needs have now increased their effort and intensified their production in order to supply bigger commercial markets, concurrent with ever growing tourism industry. The effects of stakeholder practices under this sector have a telling effect on the fragile environment like on groundwater quality. At the same time, the changing food preferences of the expanding population class and tourism industry spells new entrepreneurial opportunities for implementation of productive horticulture based on sustainable land management (SLM) principles. The MOFA is presently linking with relevant international organizations to introduce agroforestry as well as other ecologically sound and profitable agricultural land use practices.

The project, however, allocated a limited role for organizations working on agriculture. This involved one small output under Outcome 1: human resources capacity among farmers.

Ironically, in the final months of the Project, the MOFA is accelerating three sets of promising innovations on the ground, one of the very few done under Component1. If these projects were implemented much earlier, the project could have produced practical visible effects by 2012, thereby giving the general public a tangible, visual representation of what SLM is about, at least in terms of agricultural land management.

## **4.2. IMPLEMENTATION APPROACH AND MANAGEMENT ARRANGEMENTS (AS DESIGNED)<sup>12</sup>**

The Project structure outlined in the PRODOC was essentially followed throughout the implementation period. There were two instances of government reorganization - one in 2009 and another in 2012. The Ministries dealing with housing and environment were affected (see also Section 5.1 – National Execution). There was no Inception Workshop nor would Mid-Term Review that sought have brought about changes in implementation arrangements.

The Project Document rightly assigned specific tasks to the corresponding technically equipped Ministries. Each of the planned outcomes would depend on the different outputs produced by different ministries.

The Project document required an interagency steering committee to direct project operations and also an interagency Technical Assistance Group. On hindsight this would not be enough. The Project document could have proactively anticipated the actual management demands of interagency collaboration. It could have outlined the key steps needed to make this happen and obtain commitments from the agencies concerned as part of the Project agreement.

Inter-component synergy. Individual project components are by themselves logical interventions to the problems at hand. The components included human resources capacity (Outcome 1); policies and knowledge base (Outcome 2); sectoral policies (Outcome 3); and the National Action Plan (Outcome 4). The Project does not adequately relate the components to each other. In effect, each component seems to be having a life of its own.

For instance, the conduct of the land use and land degradation study (under the 2<sup>nd</sup> component) is not clearly linked to the preparation of the National Action Plan to Combat Land Degradation or the NAP, under the 4<sup>th</sup> component. There is no guidance in the PRODOC that directs the NAP preparation process to advocate for or avail of the results of the land degradation study. The preparation of the NAP is not required by the PRODOC to inform the process of mainstreaming SLM in national and sectoral policies (under Outcomes 2 and 3).

The outputs within Outcome 1 are also not clearly linked by design. Manpower training would be MHUD (now MHI) responsibility. Farmers training such as on soil fertility improvement and sustainable livestock management (MOFA responsibility) and community workshops are ideally planned as “back to back” activities. Without explicit guidance, these sub components are independently planned and will be conducted in different places thereby depriving the project of synergistic work and early visible impact.

The Project design also tended to have a very ambitious time frame. All key policies as well as the NAP were to be formulated in 1 to 2 years' time. After the 2<sup>nd</sup> year, activities will focus on implementation. Accordingly, at the time of project formulation, it was thought that policies could be easily promulgated, because it was done under a strong authoritarian dispensation. After the 2008 elections, there was no immediate attempt to do a reality check of the above timeframes for policy formulation. An effort (reality check) was made almost 3 years after in 2011.

## **4.3. COUNTRY OWNERSHIP**

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The Project Document was the result of a consultative process. Part II Paragraph 80 Pages 23-24 of the PRODOC actually assures that this was done. However, during interviews in the penultimate month of the project, government officials and staff still expressed mixed feelings about the project. The following are some of the more common insights shared:

- Some professionals within a key ministry are excited about one specific component but are not familiar with the other components.
- Each agency believes that the main responsibility would fall on the lead agency. Their actions would depend on the leadership of the lead agency.
- There is confusion on the role of the MEEW (now referred to as the MEE) as UNCCD focal point and the role of MHE (now MHI) as focal point for the SLM Project.
- On the concluding months of the Project, MHI “turned-over” the de facto leadership to the MEEW. The MEEW accepted it perhaps reluctantly. It expresses mixed feelings about the arrangement, thinking that MHI should have continued to lead it. There are some perceptions at the higher level that doubts the local relevance of interventions called for by the UNCCD (such as the NAP).
- Another perception indicates that the small size of the project may have escaped the attention of leaders during a political transition period.

Political Transitions and New Priorities. Under the Project Agreement, GOM agreed to a set of priorities and allocated approximately 0.5 M as counterpart funds. Political transitions in 2008 and again in 2012 downloaded imposed new priorities two key ministries involved in the project i.e. MHI and MEE. These priorities were not necessarily opposed to the project objectives. They were simply new macro-level priorities (e.g. housing and domestic water supply during drought) that required the priority attention of the Civil Service.

Records in early 2011 and 2012, indicate that GOM Project officials felt that the planned project outputs were no “longer relevant” as they were already being addressed by the GOM using GOM resources outside those that were committed earlier under the Project Agreement. These included policy related items such as studies for the Water Act and the EPPA.

The May 2012 minutes of a joint MEE and UNDP meeting indicated that the key reason for the change in attitude towards the project was the new government’s preference for hard investments’ on the ground versus technical studies that involved consultants etc. and for which the impact will not be felt during the project period. GOM, as represented by MEE expressed preference to convert project resources to support the setting up of regional domestic water supply facilities in selected sites to address a compelling drought problem. Project design constraints and GEF protocols prevented such conversion.

MOFA. When first approached in 2010, the MOFA expressed hesitance to implement the sub-component (re: farmers training) which was assigned to them. Accordingly, their limited manpower resources were already committed to GOM-approved agency work program and targets. There was also a self-perception then that MOFA was not a key agency. In 2012, however, the MOFA agreed to implement project activities and further accelerated their involvement towards the end of the year.

#### **4.4. STAKEHOLDER PARTICIPATION**

The Project document cites of stakeholder participation during the project formulation process. There are no records available that describe the process during project implementation; the participation of stakeholders from the government (i.e. other agencies) was limited to the occasional Steering Committee meetings. The project attempted to form the interagency technical assistance group (TAG) as envisioned by project design but did not succeed due to lack of participation from agencies concerned. Civil society organizations were invited to the NAP consultation workshop but only one attended and shared comments.

In the concluding year of the project, the MOFA linked with at least two civil society organizations for a joint design and sustained implementation of action research cum pilot extension in priority sites.

#### **4.5. REPLICATION APPROACH**

The Project design does not have a replication approach. There is no specific innovation yet contemplated or generated during project implementation that could be the subject of proactive replication. The project design only states broad directions of technical interventions to be conducted (e.g. interventions that prevent pollution of ground water).

Possible exceptions to the above observation would be the innovation around the establishment of a GIS-supported land use information system. Implemented by the Maldives Land Authority the system is newly established and still being debugged. It has, however, been piloted successfully in a few islands and could be good to replicate in other islands. There was no more time during the project to develop the replication approach.

#### **4.6. UNDP COMPARATIVE ADVANTAGE**

UNDP has the comparative advantage to implement the project because of its close programmatic relationship with GEF and the UNCCD. The UNDP System implements the GEFs program for SLM and implements similar projects in other parts of Asia. The organization benefits learning from the global experience. At the same time, UNDP is also a key partner for the implementation of environmental actions especially for biodiversity conservation and adaptation to climate change. Most SLM interventions have strong relevance to adaptation especially in land and water management.

UNDP is also the main GOM partner for the conduct of the National Capacity Self-Assessment (NCSA) which was contemplated to provide independent update on the status of capacity related to SLM. Results of the UNCCD were supposed to be shared proactively with the Project.

#### **4.7. LINKS WITH OTHER INTERVENTIONS**

The Project Document identified projects implementing activities related to SLM and advocated the establishment of close links with them. This direction was not adequately pursued for the most part of project implementation. Such initiatives would have included those relating to climate change adaptation, especially in the arenas of groundwater protection and coastal protection. This gap is explained by the fact that only a few activities were being implemented throughout most of the project period.

## 5.0 FINDINGS ON IMPLEMENTATION PROCESS

### 5.1. HISTORY, IMPLEMENTATION APPROACH, EXECUTION AND IMPLEMENTATION MODALITIES

Brief Project history. The project officially started in 2008. It was supposed to be completed in 2011. However it was extended until end of 2012. As a NEX project, the then MUDH was designated as the lead agency as well as lead for a major component. The then MEEW and MOFA and other agencies were to implement other components.

A change in government in 2009 and again in 2012 brought about changes in national priorities in the entire civil service. The changes involved an extended reorganization process that spilled-over into subsequent years. This affected the priorities of the leaders of the project and subsequently the level of attention that could be given to the project through 2010, 2011 and 2012. For various reasons explained in subsequent sections, the project did not have a full time manager from start to finish.

There was no inception workshop conducted. An internal inception meeting was conducted instead. There was no baseline survey conducted to serve as basis for either implementation planning or a customized evaluation plan was developed. The NSC provided overall direction and monitored progress. The Technical Assistance Group was not convened. UNDP sought assistance of the new President in 2009 to accelerate implementation.

No mid-term review or audit was conducted because accordingly, the level of activity did not reach the threshold that triggered a review. No in-house assessment was done either. In 2011, the NSC decided to revise the activities so that these could be achieved within the project time frame. Policy related activities in general were downscaled in view of progress made in the same topic by other projects. In 2012, further revisions were made bilaterally between the lead agency and the UNDP. These further downscaled activities, the following sections describe key aspects of governance of the project, identifying the underlying issues and actions taken on the part of EA and IA.

**No Inception Workshop (IW).** The Project Document relied heavily on the conduct of an inception workshop. Among the functions of the IW would be to give “*an update of changed external conditions that may affect project implementation.*”

The project was not able to conduct a formal Inception Workshop. Such an exercise could have contributed immensely to the development of supportive attitudes and behaviour towards the Project. The inception workshop could have addressed the following:

- arriving at a common vision and definition of SLM, understanding what is its niche under the new political dispensation;
- correcting misconceptions about its scope (e.g. it's not about desertification in Maldives case);
- translating broad activity statements under PRODOC into discrete measurable outputs;
- connecting outputs to one another to achieve synergy (e.g. link land degradation study under Outcome 1 to NAP formulation under Outcome 2);
- adjusting the targets and timetables to jive with the new conditions that transpired since project signing;
- negotiating and clarifying roles based on actual capacities;



- ensuring realistic coordination mechanisms are established among the many agencies that concurrently implement activities concurrently; and
- guide the development of work plans so that they are synchronized with the mandatory planning cycles of agencies and become gradually incorporated in the agencies' plans and programs.

In the absence of such unifying and enabling exercise (i.e. inception workshop), the project then became almost "invisible" during the reorganization process. It also became vulnerable to attempts for wholesale revision of outputs and use project resources for other GOM perceived priorities that were beyond the ambit of the project.

One reason for the major gap was the difficulty of convening stakeholders particularly at a time of major reorganization where positions and roles of important personnel were in an extended state of flux.

The Project Management and UNDP (UNCP CO and UNDP RCB) did conduct an internal workshop, probably an extended meeting among members of the Steering committee in July 2009 or more than a year after the Project started. The agenda for such event indicated that a catch up orientation program was being prepared for the project stakeholders. Unfortunately, the records of the said workshop could not be retrieved and thus, it is difficult to make a comment if the agenda was followed. A few key officials who attended the conference shared some insights but the information is not sufficient to form a reasonable recollection of major decisions made.

**National Execution.** The political developments in 2009 and again in 2012 have led to a reorganization process. Three ministries (Ministry of Housing and Urban Development or MHUD; Ministry of Environment Energy and Water or MEEW; and the Ministry of Transport or MOT) were merged in 2009 to become the Ministry of Housing, Transport and Environment or MHTE. This mega agency was split again after 2 years in 2012, due to a new reorganization, into the Ministry of Housing and Infrastructure or MHI and the Ministry of Environment and Energy or MEE).

The joining of Housing/Land Use and Environment agencies and the sharing of an office building for a short period that coincided with most of the SLM project life. In fact, the project management office was always in the same building with the two Ministries. This could have conceivably improved coordination. Being in one roof (physically) provided the climate for professionals from both Ministries to interact informally. However, this did not necessarily lead to more effective project management.

**Steering Committee and TAG.** The Project Document called for the creation of a Project Steering Committee (SC) composed of senior level officials from implementing agencies and UNDP. The SC would be supported by a Technical Assistance Group (TAG) composed of individuals from both government and civil society chosen for their proven competence. TORs for both bodies were indicated.

The first recorded meeting of the SC was in 2009 or several months after the project start. There are records for 3 meetings, one per year. Reaching a quorum was a problem, thus, the limited number of meetings. Bilateral meetings between UNDP and the lead agency (first the MHTE and eventually the MEE) tended to compensate for the lack of SC meetings. In the limited number of meetings that it had, the SC was generally able to identify the problems and agreed on solutions, but the implementation was a challenge due to the range of project

management issues described in the report. One of these is the absence of a full time manager to proactively pursue what was agreed.

Also, there is one independent perception by a key informant indicating the members of the SC attending as alternate members were not of sufficiently high political stature. Accordingly, the SC members were also not supplied with sufficient background information in several of its meetings. Accordingly, the faces of representative meetings around the SC meetings changed quit often. There was limited institutional memory.

The first Project Manager initiated to organize the TAG in the early years but a quorum could not be reached. There are no recorded follow up. The TAG would have been important as source of advocacy that needed to be applied the ministry levels.

**Project Manager.** The Project did not really have a de facto full time project manager from the start to the end of the project. An MHI based project manager was in fact appointed by the MHTE in 2009 but this was a part time arrangement. The MHI based Project Manager also had other roles for the Ministry. He was also away for some time to do graduate study. This notable absence of a full time PM meant that there was no advocate within the higher echelons of government who would remind outgoing or incoming officials about the opportunities that the project could bring especially during the reorganization period when the Civil Service was asked to focus on certain macro priorities.

One of the reasons for the unfortunate delay in the engagement of the project manager was the irreconcilability of employment policies of the executing agency (MHI) and UNDP. MHI was validly concerned with the difficulty of hiring qualified personnel outside government and preferred engaging a civil servant, which would accordingly, be more sustainable. That civil servant's salary would be topped up using Project funds. The UN systems corporate rules prevented agreement on this aspect.

On the other hand, one wonders why the lead agency (MHTI) did not agree to hire a contractual personnel especially when the problems of non-implementation became very severe and in spite of the fact that several of its project were run by personnel on a contractual basis.

In mid-2012, MEE upon agreement with MHI, requested one of its Environment Project Managers to add the SLM project into her current duties. This has been the coping mechanism since then. When the MHTI was again split in mid-2012, the project was thrown into the situation where the Project Director was in one Ministry (MHI) and the project Manager was in another (MEE). Fortunately, an agreement in the 3rd quarter of 2012 provided that the MEE would deploy an Undersecretary as the new Project Director. Thus at this time, both PD and PM are from the same agency.

Due to the major problems of slow disbursement, the current project manager has been focusing on timely fund disbursements on the final year (2012). While this is a very legitimate practical action, it is sad to note that other concluding activities that are normally important for a concluding year could not be addressed. These include assembling project experience and translating them into knowledge products.

## **5.2. USE OF THE LFM AS A MANAGEMENT AND M&E TOOL**

The Project regularly referred to the log frame to assess its progress. In early 2012, project leaders revised several activities to support the planned outputs. Accordingly, the revised activities were based on what was realistically doable, given the severe time constraints.

Some of the alternative activities were useful products by themselves but they could not adequately address the original outputs. Table 1 below will indicate for instance, how the revised activities still conceptually falls short of the original output.

Output 2.1 envisions a status report of the land use and land degradation. The proposed revised activities would only cover the initial interventions. These include having more accurate survey methods. They can contribute to the output but so many other activities will need to be done in between to achieve the output. At the end of the day, the revised SLM Project activities (2.1.1 and 2.1.2) would still not be able to give a ‘sense of the land use and land degradation situation (Output 2.1).

Table 1. Log Frame revisions in 2012: an example

From the Log frame		From the 2012 Table of Revised Activities
Outcome 2: Policies and Regulatory framework for SLM and the Knowledge Base to inform them are developed		Activities
Output 2.1. Status Report of Land use and land degradation in all island and national land use maps	Target indicator	2.1.1. Build institutional capacity through support for supporting National Survey Standards by MRE in 2011. SLM Project will support the shortfall of 15%
	Assessment of land use, land degradation and economic costs of land degradation and a national land use map produced by Y2 (2010)	2.1.2. Provide Maldives Land and Survey Authority for accurate survey measurements through the purchase of LICA smart Station

In addition to the activities that improved survey standards and methods, the project could have identified other short term activities that would bring it closer to the achievement of Output 2.1. Examples could have been: a) conduct focus group discussions at the atoll level on perceived land degradation issues; b) document good practices in SLM; and c) assemble secondary data about land degradation etc.

### 5.3 IMPLEMENTATION MODALITIES AND PARTNERSHIP ARRANGEMENTS

The Project relied largely on direct implementation by line ministries. Agency staff led in the technical studies. This is good for sustainability. A notable decision was the project’s role in helping access pro bono Technical Assistance resources from GOM partners in Sri Lanka and the UNEP in Bangkok. Civil Servants visited Sri Lanka and Bangkok to interact with and learn from expert practitioners. The results of the visits are being inputted into the Water Act and the Environmental Protection Act. This engagement of civil servants is good for sustainability of knowledge gains.

The MOFA on the other hand has entered into MOU with two NGOs to help implement and sustain the pilot activities in beach forest rehabilitation and conservation/propagation of

important plant species that supports a local weaving industry. This arrangement increases sustainability of the interventions that are being introduced for the first time.

There appears to be good technology transfer for information on land use information systems from consultant to local staff. However, in the case of NAP, the record seems to show that the consultant was working almost alone. There is no evidence of knowledge transfer in the technical studies of the NAP.

In 2011 and 2012, the SLM project interacted with several initiatives of MEE to determine gaps in their policy reform work that indirectly supported SLM and that the SLM project could fill in. Such policy oriented projects included those that supported the updating of water quality monitoring standards and the development of the updated Environmental Protection Act. Based on this interaction, the SLM Project subsequently helped facilitate the availment of TA and equipment resources.

#### **5.4. FINANCIAL PLANNING**

##### Financial Planning and Cost Effectiveness

The project had a total cost of USD 1,010,000 broken down into GEF (USD 500, 00 including project preparation costs); and counterpart financing from GOM (USD 460, 000) and UNDP (50,000). The Project correctly planned to invest at least 41% of this to produce the 2<sup>nd</sup> outcome which is coming up with the regulatory framework and the knowledge base to support this. This component holds the foundation for future SLM work (among others it includes the status report of land degradation and land use report). The project then allocated 28% of the budget to Capacity building.

Aside from the UNDP, there was no other co-financing that was provided. It may be noted though that the GOM invested its own resources (not GOM's project counterpart resources) to pursue most of the policy studies contemplated under the Project. This, however, may not be attributed to project efforts as these happened without conscious counterpart action from the SLM Project.

Based on the latest summation of Combined Delivery Reports that was made available on December 2, only 44% of planned costs were expended. Available reports are unable to indicate how much pipeline expenditures are expected by end of December 2012 and how much will be unexpended.

Activities that started in 2012 are dealing with procurement issues proactively under the leadership of the Project Manager. Project implementers appear optimistic that successful disbursements for the final procurements can be made.

Reconciliation measures between the GOM and UNDP in mid-2012 brought about new challenges to the 2012 work plan as a substantive amount had to be cut back and two activities in support of water safety standards and water monitoring had to be scaled down.

Overall though, financial planning has been largely proactive but the rate of utilization is beyond its control. No comment can be made on cost effectiveness at this time as the expenditure reports represented by the CDRs do not breakdown expenses according to outcomes and outputs.

## **5.5. M&E**

There was no baseline survey conducted as mandated by the PRODOC. This was a major gap because the survey could have identified distinct issues, opportunities and entry points for planning the implementation of project components. For instance, the PRODOC's target outputs for policies were very broad. The survey would have allowed a reality check on the status of a proposed policies and thus, define specific measures and provisions to focus on (instead of describing the policy work in broad titles such). This could have helped the project during the dialogue that questioned the relevance or redundancy of the policy studies compared to those already being pursued using GOM funds.

GEF UNDP monitoring instruments for SLM Portfolio Projects were used. These included quarterly and annual monitoring instruments. The log frame was referred to regularly in the development of revised activities. The reports tended to be sketchy in the years before 2010.

A mid-term review was not conducted because it was felt that the project activities were not sufficient enough to justify an external review. This could have been a lost opportunity to rectify the project and set it in the right direction for the remaining years. The midterm review would have the benefit of a surgical analysis of the problem as well as visibility within the GOM. Its results and recommendations could have carried more weight than a simple internal review.

In fact, the Project was not able to conduct an exhaustive internal review. In its place were relatively brief Steering committee meetings or UNDP–GOM meetings that covered many projects during one session.

Overall, the main project management concern of the GOM project management level was to generate implementation activities. Monitoring then was overshadowed by the need to generate first, the activities. Many activities started only in 2012 and the main concern of the project management was to make sure that funds were downloaded, procurement accomplished, and funds disbursed before project completion. Little time could be devoted to the substantive analysis of activity results and how they could be processed further so that they would actually contribute to the attainment of outputs and outcomes.

## **5.6. MANAGEMENT BY THE UNDP COUNTRY OFFICE**

UNDP interacted with the Project Coordinator and Manager for the timely organization of the Steering Committee. As the Inception workshop could not be conducted, UNDP CO and UNDP Bangkok provided assistance in the design of a substitute internal inception workshop in 2009.

In mid-2010, during a Portfolio meeting with Maldives President, the UNDP sought Presidential intercession for corrective action on the slow moving project. Succeeding correspondence indicate regular follow up and reminders by the UNDP CO to the lead agency (MHUD, now MHI) as well as to the key Ministry which is the MEEW (now MEE). Bilateral discussions were conducted between UNDP and GOM on the status of the environmental portfolio, which included the SLM Project.

Some GOM officials felt that as some point, UNDP CO interest also waned. UNDP indicated that there was a time that it had to focus on other new and moving projects, some of which were being implemented by MHI and MEE themselves. There is no record of direct interaction between UNDP and agencies other than the lead Executing Agency, such as MOFA.

The UNDP RCB office provided technical guidance for the conduct of an internal inception workshop in lieu of an inception workshop. It also facilitated the participation of GOM in human resources training, particularly for NAP mobilization. The Regional office was however not able to sustain proactive technical guidance in subsequent years. In line with the demand driven approach, a loss of contact from the GOM was identified as one of the reasons.

## 5.7. COORDINATION AND OPERATION ISSUES AND IDENTIFICATION OF MANAGEMENT RISKS

The Project suffered from inadequate direction setting and advocacy; as well as planning and coordination among the different implementing agencies. Project stakeholders have identified various causes and these are described in various foregoing sections, which have used the outline of presentation prescribed by UNDP and GEF. Figure 1 below attempts to draw the relationship of these causes. Items in boxes with bold borders represent the higher frequency of citations by key informants. The evaluator agrees with most observations. Items in dotted borders represent the evaluator's additional observations.

Between 2011 and 2012, many target indicators were reviewed and modified to suit the remaining project period. The new Project Manager based at MEEW, negotiated with individual agencies to identify specific activities. Existing relevant programs that needed further support were given priority. The project was extended for another 6 months to allow for catch up.

Operational issues became very critical in 2012 when several units of Ministries decided to seek support. However, the actual procurement processes and the usual unpredictable variables associated with it (e.g. low turn-out of qualified bids/proposals etc.), could hardly fit the remaining time frame, even if the project termination period was extended for another 6 months.

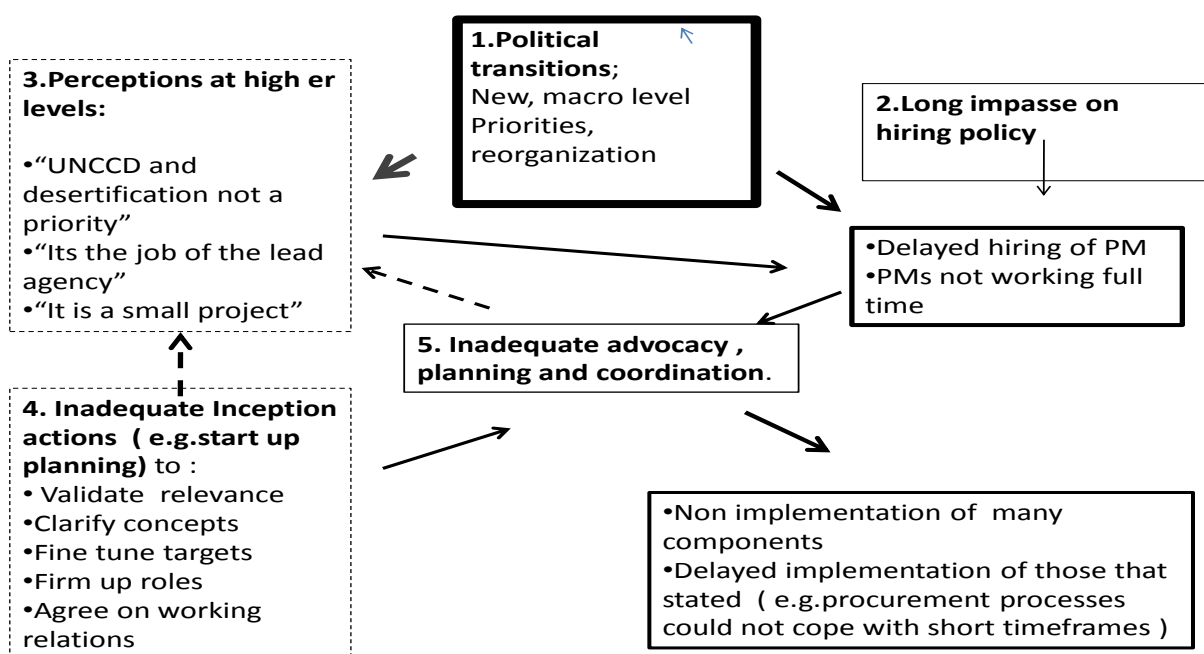


Figure 1. Management issues of the SLM Project



## 6.0 FINDINGS ON RESULTS

### 6.1. Outcome 1: Human resources and institutional capacities needed for SLM are developed.

Outputs	Activities (does not reflect the revisions of 2012)	Three Key Implementing Agencies (also reflects actions based on 2012 revisions)		
		MHI	MEEW	MOFA
Output 1.1: Trained officers from MHUD, MEEW, MFAMR, MOAD and MPND at national, atoll and island levels in technical aspects of SLM – a total of 40 persons trained in two technical levels. LEAD: MHI	1.1.1: Assessment of technical training needs in SLM (using NCSA, surveys, etc.)	Done for one theme e.g improving land ownership delineation and information management	Not done	Not done
	1.1.2: Selection of the first batch of trainees of 15 persons (high level technical training) for a 1-week course.	Done for the MHI team involved in preparing the Land information systems. Likewise forty personnel from 20 local councils trained on collecting /organizing data sets	On the job back up training for 2 MEEW staff and 2 Atty General Office Staff on preparing the Env Protection Act with inputs from senior counterparts/coach from UNEP in BKK)	Training is ongoing for 16 MOFAS staff on poultry integration in to the farming systems  Unstructured , on the job exposure to technologies on coatal belt protection (not just seedling distribution)
	1.1.3: Preparation of training material by national and international consultants			
	1.1.4 Training of the first batch of 15 participants			
	1.1.5: Selection of the second batch of trainees of 25 persons (medium level technical training) for a 2-weeks course.			
	1.1.3: Preparation of training material by national and international consultants			
1.1.4 Training of the second batch of 25 participants				
Output 1.2: Trained farmers and local community groups at atoll and island levels in practical aspects of land management and agricultural best practices - a total of 200 persons trained, at 5 regions. LEAD: MOFA	1.2.1: Assessment of training needs of communities and farmers SLM.	NA	NA	Ongoing for 60 HH in 5 islands and 1 atoll onthe following themes: coastal belt protection  Traiing module development for the integration of small animals in the farming sytems
	1.2.2: Selection of participants – 5 groups of participants corresponding to the 5 economic regions. 40 participants from each region for a 2-weeks course.			
	1.2.3: Preparation of training materials			
	2.1.4. Training 200 persons in five batches, conducted one at each region			



Output 1.3: Workshops and consultations with communities to increase the understanding and awareness of land degradation implications and the value of SLM LEAD:MEEW	1.3.1: Plan the awareness creating workshops and consultations.	Not done	Not done	Ongoing for communities in 5 islands and 2 atolls on the following themes: coastal belt erosion; and addressing salt water intrusion on key NTFP specie
	1.3.2: Prepare materials including audio-visuals, etc.			
	1.3.3: Conduct workshops and consultations			
Output 1.4: Mandates of MHUD, MEEW and MFAMR with regard to land management reviewed and recommendations prepared to improve institutional performance and promote inter-sectoral approaches	1.4.1: Review current mandates of MHUD, MEEW and MFAMR.	Not done	Not done	Not done
	1.4.2. Prepare recommendations to revise mandates in order to remove duplication and increase inter-sectoral collaboration			
	1.4.3: Hold a seminar on inter-sectoral collaboration.			

Output 1.1: Negligible achievement. The gains are the training of MHI staff and 40 staff of local councils on information gathering and management of a land Information system. Project also supported the on the job exposure/mentoring for 4 GOM staff who interacted with senior technical counterparts/mentors from UNEP in Bangkok in support of formulating the new Env Protection Act. This OJT, however, has not been designed and monitored as learning events. In MOFA 16 staff were about to undergo training on poultry integration into farming systems (as of Nov 14 2012). A major strategic gap: no training needs analysis or TNA was done to determine strategic training needs. There is no reference to the NCSA, which was completed in 2009. No training was done on conducting a review of land degradation.

Output 1.2: Partially achieved. The sole gain is the start up work in 2012 of extension work on coastal belt protection in 5 islands.

Output 1.3: Negligible achievement The major gap is the absence of community dialogue on the causes of land degradation and concrete actions.

Output 1.4: Not done.

Overall comment: At least fifty percent of the planned tasks were not implemented. Of the remaining 50%, more than half are still ongoing and not expected to be completed during project life.

**6.2 Outcome 2: Policies and the regulatory framework for SLM, and the knowledge base to inform them, are developed.**

Outputs	Activities	Actual Status (including status of revisions made in 2012)
Output 2.1: Status report on land use and land degradation in all islands and a National Land Use Map.	2.1.1: Conduct land use surveys in all islands of Maldives.	Conducted a partial survey for private land ownerhsips in Male in connection with the developmetn of land information systems for owned lands. Other land uses not covered.
	2.1.2: Prepare a status report of land use and status of land degradation	Not done.
	2.1.3: Utilizing the survey data, aerial photos and satellite imagery, prepare a national land use map.	Not done.
	2.1.4: Building institutional Capacity in the regional local Authorities	Not done.
Output 2.2: Computerized and GIS based land management system, including a cadastral land use database and registry system, and a programme to monitor and evaluate land use	2.2.1: Review the activities so far undertaken by MHUD with regard to land information system	Done. Completed a study on the Establishment of a Land Management Date Base. Technical report available.
	2.2.2: Prepare TOR for establishing a cadastral land use and registry and land use monitoring system	Important survey equipment “Leika Smart Station” under final stages of procurement.
	2.2.3: Establish the cadastral land use and registry and land use monitoring system	Done. Completed with TA support . an electronic data base on private land ownerrship and use was established. It is currently beng finetuned Data from 60% of Male was collected to test the system.
	2.2.4: Train staff in the operation of the system	Done . 40 staff from 20 local councils were trained on data collection , entry an retrieval.
	2.2.5: Produce guidelines on land use information system and its operation.	See also accomplishments under 2.2.2. and 2.2.3 above.
Output 2.3: A revised Land Law and regulatory framework.	2.3.1: Review the activities so far undertaken by MHUD with regard to revision of Land Law and Land Regulations	Not done (accordingly done by another intiatives using funds from another project; however there is no analysis available).
	2.3.2: Draft TOR for the preparation of revised Land Law and Regulations	Not done (same comment).
	2.3.3: Preparation of revised Land Law and Regulations in consultation with relevant ministries and institutions	Not done (same comment).
	2.3.4: Conduct a workshop to validate the revised Land Law and Regulations	Not done (same comment).
Output 2.4: A national water policy, water law and regulations and water quality monitoring	2.4.1: Review the draft water policy and prepare a final water policy document.	Partially done. Four alternative activities were agreed in early 2012 to cover for 2.41. to 2.44
	2.4.2: Prepare water law and regulations to implement the water policy and IWRM	*Improve water quality monitoring framework to update SOE –

framework for implementing integrated water resources management	2.4.3: Prepare a framework for water quality monitoring.	<p>The planned TA did not materialize due to funds realignment . Better quality data has been collected but awaits incorporation into a data base that still needs to be established. Activity picked up by WHO.</p> <p>*Prepare Water safety standards –the planned TA did not materialize due to difficulty of selection inspite of 3 advertisements.</p> <p>*Training for water production /distribution facilities targetting island based employees- This activity did not materialize; picked up by UNICEF.</p> <p>*Improve EPA capacity in water quality monitoring- equipment procurement is ongoing . Six high level officials from GOM Water Agencies interacted with and obtained advice from counterpart experts from the Sri Lanka Water Board on the appropriate road map for preparing the Water Act based on Sri Lanka experience.</p>
	2.4.4: Prepare practical guidelines for water conservation and quality protection.	

Output 2.1. Not done. The land use map and a report on land degradation as contemplated were not produced. The land degradation report could have been the platform for greater understanding on the specific issues that require SLM interventions. A partial input however would be improved information on the location of privately owned lands in Male. The current information on this can also potentially indicate the land use of these private lands.

Output 2.2. Partially achieved. The key gain is the development of the Land information system including its pre-test using 60% of Male private lands. National and local personnel were also trained on data collection, entry and use. There is high potential for interphase with other information sets available under the NGIS.

Output 2.3. Not done. Accordingly the same activity was being done by GOM using other funding sources. The project has not contributed resources (data, knowledge or financial) to the off project effort.

Output 2.4. Partially achieved. There is a partial gain in the development of a road map for the preparation of the Water Act as a result of interaction between GOM water officials and Sri Lankan counterparts during a Colombo. However two distinct opportunities to support the improvement of the water quality standards and water quality monitoring capacity were lost because of failure of consultant selection process (no suitable applicants) that started only in 2012.

### 6.3 Outcome 3: SLM is integrated into national and sectoral policies and regional planning.

Outputs	Activities	Actual Status
Output 3.1 Integration of SLM into NDP, macroeconomic policies and appropriate sector policies.	3.1.1: Conduct workshops and consultations to mainstream SLM into NDP and macroeconomic policies.	Partially done. Development of an SLM program is cited as a key action under the SAP . Accordingly, SLM staff participated in national consultations sponsored by NPD, not by the SLM Project . No records are available that describe the process of incorporating the same.
	3.1.2: Produce texts and recommendations on SLM suitable for incorporation into NDP and macro-economic policies.	
	3.1.3: Review existing sector policies, (land, environment agriculture and forestry) and identify the needs to mainstream SLM.	Not done. It may be noted however the process for preparing the NAP (under Outcome #4) includes a brief scanning of programs but without gap analysis.
	3.1.4: Produce recommendations for incorporation of SLM into sector policies.	Partially done . SLM is discussed in length in the State of the Environment Report of 2011. But there are no organized data and information to back up the arguments.
Output 3.2 Integration of SLM into broader environmental policy, particularly with respect to the Environment Protection and Preservation Act. (EPPA)	3.2.1: Review the EPPA and NEAP II and identify the need and opportunity for incorporating SLM into such policies.	Partially done. The Project supported the interaction between GOM staff ( 2 from MEEW and 2 from the Atty Generals Office ) and UNEP experts in Bangkok to strengthen the current draft. The resultant draft is now under review. It includes several sections that cover SLM concerns. The Project did not sponsor consultative workshops.
	3.2.2: Prepare relevant SLM policy statements for incorporation into EPPA and NEAP III	
	3.2.3: Conduct workshops with relevant environmental and land use institutions	
	3.2.4: Integrate SLM into EPPA and eventual integration into NEAP III	
Output 3.3: A medium-term investment plan for SLM linked to priority actions defined in National and Sector policies and NAP.	3.3.1. Review SLM projects identified in the NAP document.	Partially done. Six project concepts were prepared but no one can recall if this was submitted for review. No records are available.
	3.3.2. Select 10 most important SLM projects from the NAP	
	3.3.3. Develop project concept on the selected 10 projects.	
	3.3.4. Hold informal and formal consultations with relevant line ministries and donors (to identify potential support for the projects)	

Outputs 3.1. Partially achieved. The major gain here is the incorporation of SLM action items in specific sections of the SAP. Beyond this, however there is no serious gap analysis of sector policies as contemplated under project design

Output 3.2. Partially achieved. The major gains are incorporation of SLM in the State of Environment Report and the latest draft of the EPPA. No actions for the NEAP 3 are evident.

Output 3.3. Negligible achievement. While 6 concepts of a planned 10 project concepts were developed, information could not be obtained on what is the exact status on this i.e. whether it has been reviewed and adopted and whether the feasibility of support has been explored among potential financing partners. However it is not too late yet to review and use the 6 concepts which are of promising quality.

#### 6.4 Outcome 4: National Action Programme (NAP) is completed.

Outputs	Activities	Actual Status
Output 4.1 Draft NAP document on Land Degradation	4.1.1: Review UNCCD guidelines on NAP preparation and establish an inter-sectoral Working Group for NAP preparation.	Partially done . The NAP was drafted with the assistance of an external consultant. Available secondary data was used. The draft NAP organizes the issues and opportunities reasonably well. The proposed actions are notable and addresses basic governance issues.  But the NAP is not strongly backed up by data that could have been provided by the report on land degradation. There is no substantive gap analysis of programs and policies. There is limited discussion on prioritization and financial planning .
	4.1.2: Collect data, review existing literature, consult relevant stakeholders and prepare a NAP framework document.	
	4.1.3: Prepare a draft NAP document.	
Output 4.2: Final and adopted NAP on Land Degradation in English and local language.	4.2.1: Convene 5 regional workshops to review the draft NAP and arrive at stakeholder consensus on the document	Partially done. Only two national workshops were conducted.. Consultation was mostly on a one to one basis The plenary consultation processes was noted for its lack of participants. An NGO representative and a representative from one Ministry shared comments in writing.  The NAP is now under review by the office of the Minister of Environment. There are no available records on the comments of GOM officers. There are no plans yet for dissemination.
	4.2.2: Finalize the NAP document and get it reviewed by the Inter-Ministerial Committee. Prepare the final version	
	4.2.3: Get the NAP adopted by the GoM	
	4.2.4: Translate the NAP into local language.	
	4.2.5: Prepare pamphlets, audio-visual materials and posters and widely disseminate NAP	
Output 4.3: A strategy for implementing NAP developed and a mechanism for monitoring NAP implementing established.	4.3.1: Develop a strategy and action plan for implementing NAP	Not done
	4.3.2: Establish NAP implementing Unit within the MEEW.	
	4.3.3: Establish an inter-sectoral steering committee to guide the implementation of NAP	
	4.3.4: Develop a mechanism to monitor the implementation of NAP.	

Output 4.1. Partially achieved. A draft NAP was prepared. Though not backed by hard data, it is nonetheless a good start to organize available information on issues and opportunities. There are several gaps that are not insurmountable. When addressed can make it a truly useful document

Outputs 4.2. Negligible Achievement. Two national consultations were held to finalize the draft. There is no clear information on what is the exact technical status and plans for NAP. In the end there is no adoption of the NAP yet.

Output 4.3. Not done.

### 6.5 Outcome 5: Monitoring and Evaluation, Adaptive Management and Learning in Place.

Outputs	Activities	Actual Status
5. Monitoring and Evaluation, Adaptive Management and Learning in Place	5.1.1: Appointment of Project Coordinator	Done.
	5.1.2: Appointment of Project Manager	Partially achieved . Delayed engagement of the first PM. Two PMs were eventually engaged but did not provide full time service.
	5.1.3: Inception meeting	Not done, however an internal inception meeting was done.
	5.1.4: 1st Meeting of SC	Done in the 2 <sup>nd</sup> quarter of 2009.
	5.1.5: Inception Report	Not done . Also, there are no records available on the internal inception report.
	5.1.6: Final Project Report	Ongoing.
	5.2.1: Mid-term review	Not done. However the Steering committee conducted a broad internal review in 2011 to determine gaps. Another review in 2012 by the lead agency and UNDP led to identification of more realistic alternatives to activities.
	5.2.2: Final Evaluation	Ongoing.
	5.3.1: Documentation of lessons from project implementation	Not done yet, there are no plans yet.

Output 5: Partially achieved. The project was not able to adapt adequately to the cumulative effects of: a) a weak start up (unclear vision and roles due to the absence of an inception event); b) changing macro priorities and c) changing institutional set up. Presidential intervention in 2010 was not able to change the situation. The Project revised the targets in 2011 and 2012 to respond to the changing context and in view of the remaining period available. By the time project stakeholders took on a serious catch up mode in 2012, there was little time left to implement practical tasks such as procurement of goods and services.

## 7.0 CONCLUSION - OVERALL RATING SUMMARY (PRELIMINARY ONLY)

The following conclusions on the project can be made based on the presence or absence of agreed upon outcome indicators and using the rating framework specified for GEF supported medium sized projects. The ratings are made for each major outcome of the project. Each outcome is assessed on 3 parameters namely: Relevance (R); Effectiveness (Efv); and Efficiency (Efy). The rating scale is described below:

Satisfactory (S): The project had minor shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.

Moderately Satisfactory (MS): The project had moderate shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.

Moderately Unsatisfactory (MU): The project had significant shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.

Unsatisfactory (U) The project had major shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.

Highly Unsatisfactory (HU): The project had severe shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.

## 7.1. RATING OF RESULTS

*Goal: The urban, agricultural, forest and other terrestrial land uses of Maldives are sustainable, systems that maintain ecosystem stability, integrity, functions and services while contributing directly to the environmental, economic and social well-being of the country.*

*Objective of the Project: To strengthen the enabling environment for sustainable land management (SLM) while ensuring broad-based political and participatory support for the process.*

Project Outcomes	Description of Target Indicator	Status as at November 2012	R	Efc	Efy	Overall Rating
Outcome 1: Human resources and institutional	<ol style="list-style-type: none"> <li>1. The SC for the project, established at the beginning of Y1, will continue to function as a broader mechanism for SLM coordination</li> <li>2. A national focal point agency within MHUD is</li> </ol>	<ol style="list-style-type: none"> <li>1. The SC only met 3x and was not institutionalized.</li> <li>2. MEEW is the emerging focal point agency at least for SLM matters but not on land use planning.</li> </ol>	MU	MU*	MU*	MU



capacities needed for SLM are developed.	<p>functioning by Y3</p> <ol style="list-style-type: none"> <li>3. By end of Y2, training is completed and technical support service is deployed (40 persons) from ministries, NGOs and CSOs and private sector will provide adequate support to 60% of land users</li> <li>4. 200 land users and community persons trained in SLM by the end of Y2</li> <li>5. Four regional workshops and several informal consultations carried out for communities by Y3</li> <li>6. Donor commitments for continued training made</li> <li>7. Mandate of MHUD, MEEW and MFAMR reviewed and recommendations for inter-sectoral collaboration prepared by Y2</li> </ol>	<ol style="list-style-type: none"> <li>3. Most planned trainings did not occur. Training was done however for land ownership inventories, and promising land information system which can benefit residential land users. Users of other land uses not reached yet.</li> <li>4. Work just started on 60 HH in 5 communities on promising agricultural land management innovations.</li> <li>5. No regional awareness workshops conducted that could have taken. Advantage of decentralization moves.</li> <li>6. No TNA and no overall training plan in place. Donor commitments for continued training were not obtained.</li> <li>7. No study formally done for inter-sectoral collaboration.</li> </ol>				
Outcome 2: Policies and the regulatory framework for SLM, and the knowledge base to inform them, are developed	<ol style="list-style-type: none"> <li>1. GIS based land management information system in place by Y3</li> <li>2. An assessment of land use, land degradation, economic cost of land degradation and a national land use map produced by the end of Y2</li> <li>3. Revised Land Law and Land regulatory framework formulated by the end of Y1</li> <li>4. A national water policy completed by Y1 <ul style="list-style-type: none"> <li>- A water law and regulations completed by Y2</li> <li>- Water quality monitoring guidelines completed by Y1</li> </ul> </li> <li>5. - Guidelines for water conservation and water quality protection produced by Y2</li> </ol>	<ol style="list-style-type: none"> <li>1. Land database system is in place and undergoing fine tuning, with participation from local councils.</li> <li>2. No study done on land use (except for initial work on residential land use) and none on land degradation which could have been the evidence-based platform for policy reforms. A major lost opportunity.</li> <li>3. Initial workshop on land laws not followed up and thus no substantive project contribution</li> <li>4. Partial strengthening of draft water Act partly from knowledge exchange</li> <li>5. No support obtained for improved guides</li> </ol>	MS	MU*	MU *	MU *
Outcome 3: SLM is integrated into national and sectoral	<ol style="list-style-type: none"> <li>1. Integration of SLM into macroeconomic policies, appropriate sector policies and regulatory and economic incentive frameworks achieved by Y2.</li> <li>2. SLM reflected in NEAP III and the</li> </ol>	<ol style="list-style-type: none"> <li>1. SLM is cited as a key action in the Strategic Action Plan and in the State of Environment. However the SLM action items are not substantiated with evidence- based information.</li> </ol>	MS	MU	MU	MU

policies and regional planning.	<p>Environment Protection and Preservation Act by Y2.</p> <p>3. A medium-term investment plan for SLM linked to priority actions defined in National and Sector policies and NAP completed by Y3.</p> <p>4. Commitment is secured to finance at least one project largely focused on SLM.</p>	<p>2. SLM is reflected in the draft EPA in Year 5. No evidence of input in the NEAP 111.</p> <p>3. Medium term investment plan for SLM not yet established , although the NAP provides some broad indications</p> <p>4. The 6 of 10 planned priority concept notes developed for SLM but have not yet been reviewed</p>				
Outcome 4: National Action Programme (NAP) is completed	<p>1. A mechanism for NAP implementation and monitoring its implementation established by Y2.</p> <p>2. NAP is approved and adopted by GoM by end of Y1.</p> <p>3. NAP is available in English and local language and widely disseminated by Y2.</p>	<p>The NAP draft is completed with several analytical gaps, however, with some fine-tuning it can be a good basis for strategic dialogue towards SLM interventions. But there is no strong sense of ownership even within the MEEW where it started. Status and next steps are unclear</p>	MS	MU	U	MU
Outcome 5: Monitoring and Evaluation, Adaptive Management and Learning in Place	<p>1. Project outputs and targets achieved.</p> <p>2. All project monitoring reports prepared.</p> <p>3. Yearly financial audits.</p> <p>4. Important and relevant lessons learned collected and disseminated.</p>	<p>1. Less than 50% of project outputs achieved and many are only partially achieved</p> <p>2. All monitoring reports are prepared but did not translate into successful corrective action. Absence of baseline after the PRODOC.</p> <p>3. No financial audits yet due to the low threshold of expenditure</p> <p>4) No relevant lessons learned documented</p>	MU	MU	MU	MU

\*Comment : The “ratings” are made for the total outcome and take into account all outputs. It however a rating was done for specific projects, it may said that the work on Land Use Information System (LIS) would have a rating for “Moderately Satisfactory or “ MS “: for relevance, effectiveness and Efficiency. The work of MOFA on community extension in the islands would also potentially qualify for a rating of MS.

## 7.2. RATING OF SUSTAINABILITY

The GEF guidelines call for an assessment and rating of the likelihood of sustainability of the project, these would be in the following arena: a) Financial b) Socio Political; c) Institutional and d) Environmental. For each of the above arenas, a rating would be applied from among the choices below:

- Likely (L): There are no or negligible risks that affect this dimension of sustainability.
- Moderately Likely (ML): There are moderate risks that affect this dimension of sustainability.
- Moderately Unlikely (MU): There are significant risks that affect this dimension of sustainability
- Unlikely (U): There are severe risks that affect this dimension of sustainability.

Because of the severe challenges that the project went through, many planned project activities did not materialize. It is a challenge to determine the sustainability of a narrow spectrum of activities and practices some of which are only partially completed or have just started. Thus, it is proposed that the assessment of sustainability be done on categories of activities rather than on the Project and the whole set of activities.

Overall, the association of SLM with climate change adaptation as proposed in the State of Environment will be conducive to sustained support. SLM practices such as protection and recharging of underground as hedge against saltwater intrusion are clearly CCA strategies and are high in both macro level and sectoral plans. On the other hand, practices that enrich soil fertility through natural means may have slightly lower ratings as it covers only a relatively small portion of the economy (farming sector). It will be helpful to identify multi - functional technologies so that not only do they work for CC adaptation (as primary role) but support agricultural development as well.

With sufficient communication campaign that will characterize SLM as an organic strategy for CC adaptation, it is expected that SLM concepts and activities will have “moderately likely” (ML) to “likely sustainability” (L). Below is an elaboration across the 4 dimensions of sustainability.

Project Concept and Practices	Financial	Socio-Political and institutional	Environmental
Human Resource Capacity	“L” rating for training of farmers. “ML” for training of staff in view of the Government’s preference for ground investments at the grassroots level	Increased political attention to CC adaptation will include institutional attention to land based actions such as SLM. Thus, this will also be an “L” for farmers training and an “ML” for government staff	Expanding land use towards urban growth will draw out people from the agricultural sector but will not diminish the demand for SLM practices by those who remain in it. This will also be “L “for farmers and” ML” for staff training.
Knowledge Base	“L” rating for Land information system	Same rating as in the financial	Not applicable

Development	development due to beneficiary interest particularly by land owners. “MU” rating for the preparation of land degradation and overall land use report due to confusion on SLM roles of MHI and MEEW and non-involvement of MOFA.  “ML” rating for work on land use due expected demand from local government authorities under the new decentralization Act	column	
Policy studies to support policy reform	ML for studies pursued by GOM independent of Project funding as they are the respective agencies agenda  MU for development of medium term plans for SLM due to confusion on UNCCD role of MEEW and SLN role of MHI.	Same rating as financial	Not applicable
NAP preparation	Unless a sudden change of attitude will happen, the current ambivalent stance of MEEW on SLM will point to a sustainability rating of “MU”.	Confusion on the role of MEEW as UNCCD focal point and the SLM role of MHI under the project. Sustainability of preparation is “ML”	Not applicable

### 7.3. RATING FOR THE M&E SYSTEM

The GEF assessment guidelines require a rating of the M&E system applied by the project. Two parameters will be rated: the quality of M&E Design and the quality of M&E implementation. For each parameter, the ratings will be selected.

Project monitoring and evaluation systems will be rated on quality of M of M&E implementation. Quality of design will not be rated but are taken into account under the discussion non M& E implementation.

1. Highly Satisfactory (HS): There were no shortcomings in the project M&E system.
2. Satisfactory(S): There were minor shortcomings in the project M&E system.
3. Moderately Satisfactory (MS): There were moderate shortcomings in the project M&E system.
4. Moderately Unsatisfactory (MU): There were significant shortcomings in the project M&E system.
5. Unsatisfactory (U): There were major shortcomings in the project M&E system.
6. Highly Unsatisfactory (HU): The Project had no M&E system.

### **7.3.1. QUALITY OF M&E DESIGN. RATING: NO RATING PER GEF PROTOCOL**

No special M&E plan was made. All monitoring protocols and instruments used are based on the recommendations of UNDP and GEF. The main constraint to good quality monitoring design is that many of planned project activities themselves were not strongly identified and designed and thus the right indicators could also not be pinpointed.

### **7.3.2. QUALITY OF M&E IMPLEMENTATION. RATING: MU**

UNDP and the Project office exercised proactive roles in monitoring and documentation of the project situation using standard instruments of the lead agency as well as the UNDP. The Project office also did regular, one on one interaction and email with project stakeholders. Results of annual monitoring sessions were submitted to the Steering Committee for review, Based on this, the SC made major decision in 2011 and 2012 to realign activity plans to suit to realistic conditions.

Monitoring reports prior to 2010 tended to be very sketchy and not supported by details, reflecting the fact that there were few activities to monitor and that no one was monitoring closely. From 2010 up, project monitoring reports were quite candid on pinpointing specific problems in implementation. The proposed actions to address implementation issues also tended to be sketchy one liner (e.g. engage Project Manager; could have also indicated more specific step wise actions.

In 2012, financial planning and procurement activities became a major focus of monitoring attention.

Record keeping seems to be a weakness, even the records of the internal inception report could not be found. Project personnel movements are not chronicled in writing. No major in-house reviews were conducted. While stakeholders are ready to share verbally what they thought were lessons, there were no interactive events conducted that officially acknowledged, discussed and adopted the lessons learned.

## 8.0 RECOMMENDATIONS

### 8.1. Sustainability actions on the part of key NEX implementing agencies

8.1.1. Consolidate the major gains so far so that the GOM can fully use the results that they produce towards addressing SLM concerns. There are at least three modest but promising gains that need consolidation:

- d) Land Information system (MHI) – This system can go a long way to support proper land use beginning in urban areas. Now that the capacity is there to know “who owns what?” One can then begin to answer the question “how are the different types of land being used by whom?” To do this, the system may consider embedding available secondary information from the NGIS variations in land characteristics based on land capability and limitations (e.g. physiography, geology etc.). At the same time, information on actual land use based on ground observations may also be incorporated.
- e) Community extension work in SLM in agriculture (MOFA). The current extension work just started by the MOFA in 5 islands together with at least two NGOs, provides a glimpse of promising technical innovations that can help address beach erosion, soil degradation and saltwater intrusion. When the work reaches maturity, it can provide a good visual representation of what SLM could be like, at least in the agricultural setting. If possible provide sufficient logistical support to this work as planned and document its good practices and ensure that MOFA and local government personnel would be able to learn new insights and technical innovations from the pilot work.
- f) National Action Plan for SLM or the NAP (MEE) – In spite of some substantive gaps, the current draft assembles current information on issues and opportunities reasonably well and is in the right direction. With appropriate additional technical information and improvements in presentation, it can serve as a good platform to begin a more in depth dialogue on SLM issues and concerns. Organize an inter-agency task force to review the document and provide incremental information using available information resources. A separate document containing immediately doable recommendations was shared by the External Evaluator to the GOM PMU (cc GOM key Project officials) in this regard.

8.1.2. Promote the concept of SLM as an organic strategy for climate change adaptation in Maldives. This is needed because the concept seems to be currently misunderstood as a mere “shot gun “application of an international convention (UNCCD) to address global desertification as what is happening in Africa. This perception has somehow added to the confusion experienced under the project. In reality, the SLM project is a balanced intervention on land and water resources.

There would be two essential components of a promotional strategy.

- a) The first is to generate information on the nature and scope of land degradation and how it actually exacerbates vulnerability to the effects of climate change. The cost of land degradation may likewise be determined. Studying land the extent and costs of land degradation is one of the planned activities under the SLM project that did not take off .This information would provide evidence for developing more proactive programs on the ground and reforming policies

- b) The second is to assemble and communicate information on actual and emerging local good practices and techniques related to SLM that help build resilience against climate change. These practices may include those in the agriculture, urban, coastal and tourism sectors. The information may be supplemented by experience from other countries with somewhat similar conditions. It needs to be prepared with two types of audience in mind. The first would be national officials as a signal for formulating policies that enable replication of such practices. The second would be Atoll and island councils who can then be encouraged to initiate replication of the aspects of good practices in their respective areas.

The NAP, when improved in ways described in item 8.1.1. Above, can be a key instrument to guide the implementation of items (a) and (b) above. To better do this role, the title of the NAP document should also be revisited so that it projects the role of SLM as that of supporting climate change adaptation

## **8.2. Recommendations to GEF and UNDP in future design work**

### a) The NAP preparation process

- The study of land degradation, preparation of the NAP and review and development of policy reforms should be considered as one continuum and not treated as strictly parallel project components. The study on land degradation provides the evidence based rationale for the preparation of the NAP. Also, as land degradation trends are studied, it would also be good to study available good practices. This will allow stakeholders to gain a vision of the problem as well as the possible solution.
- Subsequently, a better knowledge of the land degradation situation and good practices that address them can provide the context for the NAP process to undertake an analysis of policy and institutional gaps. This analysis would then become the basis for identifying specific targets for policy reforms.

### b) The new context of SLM

- GEF and UNCCD in consultation with UNDP, may wish to revisit the current strategy of promoting (including labelling) the concept of SLM especially in areas not (currently) affected by desertification. The fact that the concept is promoted by a convention associated with “combating desertification” makes it often vulnerable to perception of marginal relevance.

### c) Project Management

- An SLM project inevitably requires close cross -sectoral collaboration. Careful attention and sufficient guidance must be incorporated in Project Designs so that that the institutional culture and working styles are first understood and subsequently working mechanisms are clearly defined. The concept of lead agency in a cross sectoral project must be carefully designed so that other involved agencies do not self-diminish their own roles in deference to the lead agency.

The designation of a national consultant to assist project management should not be discounted especially for projects that carry new concepts that still have to win the profound ownership of stakeholders. The national consultant must be engaged during the start-up activities so that he/she can catalyse the creation of implementing bodies and facilitate the recruitment of a project manager.

- The conduct of inception workshops and midterm reviews should ideally not be made optional. The inception workshop provides the opportunity to do a reality check and fine-tune plans to respond to changes that occurred during the often long period between project inception and start up. The midterm review is an independent process visible to the top leadership of executing agencies. It can provide a systematic approach to revision of targets so that original intentions continue to be safeguarded.

## 9.0 LESSONS LEARNED

The following are based on the informed insights shared by key project stakeholders as well as the External Evaluator.

- a) The inception workshop cannot be taken for granted especially for a project that involves many equal agencies and a concept that is prone to misinterpretation. The inception workshop also amplifies many provisions of the Project Document that are too broadly stated to directly provide sufficient direction.
- b) At the end of the project, the term SLM appears to remain a mystery for some. Proper management of communication is essential especially in the context of Maldives. The SLM concept should have been explained and communicated not only as one that combats desertification but one that also helps address the effects of climate change.
- c) Without a clear public image of its mission and niche, the SLM project became “invisible” and when it was remembered, it became vulnerable to new ideas that wanted to replace its planned activities in favour of supporting equally compelling socio-political priorities such as housing and water shortage. Ironically, the SLM project was actually supporting these new priorities by addressing the root causes of problems that the new socio-political strategies wanted to address.
- d) SLM in the agriculture setting is one aspect of SLM that can probably generate early recognizable results. The project should have invested attention on this early on so that by project conclusion stakeholders would be able to see visually what SLM is all about.
- e) Sectorally-oriented projects are normally scoffed at as ineffective and unsustainable. However, as in many other countries, the country’s civil service system is still relatively young and a “work in progress.” Cross sectoral collaboration is a major challenge requiring long term interventions. Given this, it is possible that with proper management and coordination, smaller scale sectoral projects may not have been too bad after all. They could have been an alternative to bigger programs like the SLM Project that was difficult to communicate and manage at this stage of maturity of the civil service system.
- f) In cases where there is a lead agency among peer agencies, it would be good to monitor closely to the dynamics or interaction and collaboration. In the future, UNDP may also initiate intermittent but proactive contact with other participating agencies involved to get



the pulse of the situation. No need to rely solely on the lead agency. Problems can be detected early.

- g) As the focus was on establishing a rational land use planning regime, it is possible that the role of agriculture land use management could have been overly marginalized under the Maldives SLM project. The experience in other countries indicates that SLM in agriculture can more easily produce early recognizable development results than in other sectors. Thus, providing more opportunities in the agriculture sector would help an SLM project produce early results. The case of the promising “catch up” activities of MOFA in 2012 appears to validate this observation.

## **10.0 KEY REFERENCES**

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## **ATTACHMENT 1 - TOR**

Terms of Reference  
Building Capacity and Mainstreaming Sustainable Land  
Management in Maldives  
(Consultant)

Title: Consultant for Terminal Evaluation

Project: Building Capacity and Mainstreaming Sustainable Land Management in Maldives

Duration: 20 working days to be completed by 10 November 2012

Duty Station: Male' Maldives

### Background:

The land and the natural resources of the Maldives are extremely fragile and vulnerable to a number of domestic and external threats. In the densely populated islands of Maldives, expansion of housing and intensification of land use have led to over extraction of groundwater and contamination of aquifers by poor sewerage and improper waste disposal practices. In the inhabited and uninhabited coastal and islands areas where agriculture is intensive, land productivity is declining due to continuous cropping coupled with shorter fallow periods. In these coastal and islands communities, the risk of groundwater depletion and contamination by fertilizers and pesticides is very high. Consequently, sustainable land management (SLM) is one of the top priorities of the Government of Maldives.

The objective of the project is to build capacity in Sustainable Land Management (SLM) in appropriate government institutions and communities and mainstream SLM into government policy, planning and strategy development. The project has four outcomes, namely, (1) Strengthening human resources and institutional capacities on SLM; (2) Developing capacity in knowledge management; (3) Mainstreaming SLM into national development plans and sector policies; and (4) Completion of a National Action Programme (NAP) to combat desertification. The project was implemented by the Ministry of Housing and Urban Development (MHUD) over a period of three years beginning August 2007 under the guidance and oversight from a Steering Committee (SC). The total budget of the project is US\$ 1,101,500 of which US\$ 525,000 would be the GEF increment

### Objectives of the Evaluation

The Monitoring and Evaluation (M&E) policy at the project level in UNDP/GEF has four objectives: (1) to monitor and evaluate results and impacts; (2) to provide a basis for decision making on necessary amendments and improvements; (3) to promote accountability for resource use; and (4) to document, provide feedback on, and disseminate lessons learned. A mix of tools is used to ensure effective project M&E. These might be applied continuously throughout the lifetime of the project – e.g. periodic monitoring of indicators, or as specific time-bound exercises such as mid-term reviews, audit reports and independent evaluations.

In accordance with UNDP/GEF M&E policies and procedures, all regular and medium-sized projects supported by the GEF should undergo a terminal evaluation upon completion of implementation. The terminal evaluation must provide a comprehensive and systematic account of the performance of a completed project by assessing its project design, process of implementation, achievements vis-à-vis project objectives endorsed by the GEF including any agreed changes in the objectives during project implementation and any other results.

Terminal evaluations have four complementary purposes:

- To promote accountability and transparency, and to assess and disclose levels of project accomplishments;
- To synthesize lessons that may help improve the selection, design and implementation of future GEF activities;
- To provide feedback on issues that are recurrent across the portfolio and need attention, and on improvements regarding previously identified issues; and,
- To contribute to the GEF Evaluation Office databases for aggregation, analysis and reporting on effectiveness of GEF operations in achieving global environmental benefits and on the quality of monitoring and evaluation across the GEF system.

The overall objective of this terminal evaluation is to review progress towards the project's objectives and outcomes, assess the efficiency and cost-effectiveness of how the project has moved towards its objectives and outcomes, identify strengths and weaknesses in project design and

implementation, and provide recommendations on design modifications that could have increased the likelihood of success, and on specific actions that might be taken into consideration in designing future projects of a related nature.

Scope of work / Expected Output / Timelines:

Terminal evaluation will address the following specific issues;

1) Broad areas to be covered

The following broad areas will be covered by the Evaluation:

- Relevance of the project concept, design and implementation arrangements in today's context. This includes overall relevance of the Project in the broader global and national context, *i.e.* whether the Project outcomes are consistent with the GEF Land Degradation Focal Area Strategy and country priorities;
- Project ownership at the national and local levels;
- stakeholder participation, including government, community, civil society and gender balances in participation and influence;
- Mainstreaming gender - whether the project has taken adequate measures to ensure gender concerns are mainstreamed in the implementation of the project activities;
- Project effectiveness, *i.e.*, progress achieved to date against planned outputs and sub-outputs, and likelihood of achieving planned objectives in time;
- partnership and complementarities with other relevant on-going or past activities;
- likely sustainability of the Project achievements and impacts, including financial, sociopolitical, institutional framework and governance, and environmental sustainability, as well as an assessment of the feasibility of planned replication and exit strategies;
- any catalytic role played by the project;
- financial aspect: planning, execution and sustainability, including the timely delivery and use of co-financing;
- project efficiency: cost effectiveness and financial supply;
- effectiveness of the application of adaptive management principles through monitoring and evaluation (including effective use of log frame, UNDP risk management system, the Annual Project Implementation Reviews, and other monitoring tools and mechanisms as appropriate);
- Any other unplanned achievements.

The assessment will be based on the GEF Terminal Evaluation Guidelines and will include an assessment of 1) Project results 2) Assessment of Sustainability of Project Outcomes 3) Catalytic Role 4) Monitoring and Evaluation Systems 5) Processes that Affected Attainment of Project Results. The report will also present the evaluation consultant's Lessons and Recommendations. Ratings for different aspects of project will need to be presented by the consultant with appropriate data, analysis and explanations as outlined below. All these sections MUST be presented in the final report. The report must also contain an annex with co-finance details and appropriate tracking tools.

2) Assessment of Results

The terminal evaluation will assess achievement of outputs and outcomes and will provide ratings for targeted objectives and outcomes. The assessment of project results seeks to determine the extent to which the project objectives were achieved, and assess if the project has led to any other short term or long term and positive or negative consequences and an assessment of impacts when appropriate. While assessing a project's results, the evaluation will seek to determine the extent of achievement and shortcomings in reaching project's objectives as stated in the project document and also indicate if there were any changes and whether those changes were approved. If the project did not establish a baseline (initial conditions), the evaluator should seek to estimate the baseline condition so that achievements and results can be properly established.

The following three criteria should be assessed to determine the level of achievements/ impacts of project outcomes and objectives and must be rated as objective as possible and must include sufficient and convincing empirical evidence.

For Each Output and Outcome to be rated for below	Rating to be scored for each	Key Justification for rating
1. Relevance: Were the project's outcomes consistent with the focal areas/operational program strategies and country priorities?	Satisfactory (S): The project had minor shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency. Moderately Satisfactory (MS): The project had moderate shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency. Moderately Unsatisfactory (MU): The project had significant shortcomings in the	

	<p>achievement of its objectives, in terms of relevance, effectiveness or efficiency.</p> <p>Unsatisfactory (U) The project had major shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.</p> <p>Highly Unsatisfactory (HU): The project had severe shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.</p>	
<p>2. Effectiveness: Are the actual project outcomes commensurate with the original or modified project objectives)? In case the original or modified expected results are merely outputs/inputs then the evaluators should assess if there were any real outcomes of the project and if yes then whether these are commensurate with the realistic expectations from such projects.</p>	<p>Satisfactory (S): The project had minor shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.</p> <p>Moderately Satisfactory (MS): The project had moderate shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.</p> <p>Moderately Unsatisfactory (MU): The project had significant shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.</p> <p>Unsatisfactory (U) The project had major shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.</p> <p>Highly Unsatisfactory (HU): The project had severe shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.</p>	
<p>3. Efficiency: Was the project cost effective? Was the project the least cost option? Was the project implementation delayed and if it was, then did that affect cost-effectiveness? Wherever possible, the evaluator should also compare the cost-time vs. outcomes relationship of the project with that of other similar projects.</p>	<p>Satisfactory (S): The project had minor shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.</p> <p>Moderately Satisfactory (MS): The project had moderate shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.</p> <p>Moderately Unsatisfactory (MU): The project had significant shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.</p> <p>Unsatisfactory (U) The project had major shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.</p> <p>Highly Unsatisfactory (HU): The project had severe shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.</p>	

The consultant will use a project logical framework to determine the overall contribution of project outcomes to development and global environmental goals. The consultant is also invited to highlight contributions which are strictly beyond the project scope.

*Overall Rating:* An overall rating for the project will be given based on the above.

*NOTE:* The overall outcomes rating cannot nor be higher than the lowest rating on relevance and effectiveness. Thus, to have an overall satisfactory rating for an outcome, project must have at least satisfactory ratings on both relevance and effectiveness.

### 3) Assessment of Sustainability of Project Outcomes

As per the GEF Monitoring and Evaluation Policy, 2006, a terminal evaluation will assess at the minimum the “likelihood of sustainability of outcomes at project termination, and provide a rating for this.” The sustainability assessment will give special attention to analysis of the risks that are likely to affect the persistence of project outcomes. The sustainability assessment should also explain how other important contextual factors that are not outcomes of intervention, directly or indirectly, intended or unintended. Sustainability will be understood as the likelihood of continued benefits after the GEF project ends.

The following four dimensions or aspects of sustainability should be addressed:

Key issues	Rating	Key justification for rating
1. Financial resources: Are there any financial risks that may jeopardize sustenance of project outcomes? What is the likelihood of financial and economic resources not being available once the GEF assistance ends (resources can be from multiple sources, such as the public and private sectors, income generating activities, and trends that may indicate that it is likely that in future there will be adequate financial resources for sustaining project's outcomes)	Likely (L): There are no or negligible risks that affect this dimension of sustainability. Moderately Likely (ML): There are moderate risks that affect this dimension of sustainability. Moderately Unlikely (MU): There are significant risks that affect this dimension of sustainability Unlikely (U): There are severe risks that affect this dimension of sustainability.	
2. Sociopolitical: Are there any social or political risks that may jeopardize sustenance of project outcomes? What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained? Do the various key stakeholders see that it is in their interest that the project benefits continue to flow? Is there sufficient public / stakeholder awareness in support of the long term objectives of the project?	Likely (L): There are no or negligible risks that affect this dimension of sustainability. Moderately Likely (ML): There are moderate risks that affect this dimension of sustainability. Moderately Unlikely (MU): There are significant risks that affect this dimension of sustainability Unlikely (U): There are severe risks that affect this dimension of sustainability.	
3. Institutional framework and governance: Do the legal frameworks, policies and governance structures and processes pose risks that may jeopardize sustenance of project benefits? While assessing this parameter, also consider if the required systems for accountability and transparency, and the required technical know-how are in place.	Likely (L): There are no or negligible risks that affect this dimension of sustainability. Moderately Likely (ML): There are moderate risks that affect this dimension of sustainability. Moderately Unlikely (MU): There are significant risks that affect this dimension of sustainability Unlikely (U): There are severe risks that affect this dimension of sustainability.	
4. Environmental: Are there any environmental risks that may jeopardize sustenance of project outcomes? The terminal evaluation should assess whether certain activities will pose a threat to the sustainability of the project outcomes. For example, construction of dam in a protected area could inundate a sizable area and thereby neutralizing the biodiversity related gains made by the project.	Likely (L): There are no or negligible risks that affect this dimension of sustainability. Moderately Likely (ML): There are moderate risks that affect this dimension of sustainability. Moderately Unlikely (MU): There are significant risks that affect this dimension of sustainability Unlikely (U): There are severe risks that affect this dimension of sustainability.	
Overall Rating:		

NOTE: All the risk dimensions of sustainability are critical. Therefore, overall rating for sustainability will not be higher than the rating of the dimension with lowest ratings. For example, if a project has an 'Unlikely' rating in either of the dimensions then its overall rating cannot be higher than 'Unlikely'.

#### 4) C. Catalytic Role

The terminal evaluation will also describe any catalytic or replication effect of the project. If no effects are identified, the evaluation will describe the catalytic or replication actions that the project carried out. No ratings are required for the catalytic role.

#### 5) D. Assessment Monitoring and Evaluation Systems

As per the GEF Monitoring and Evaluation Policy, 2006, a terminal evaluation will assess whether the project met the minimum requirements for project design of M&E, the implementation of the Project M&E plan and whether long-term monitoring provisions to measure mid-term and long-term results (such as global environmental effect, replication effects, and other local effects) after project completion exist. Terminal evaluation reports will include separate assessments of the achievements and shortcomings of the project M&E plan and of implementation of the M&E plan.

#### M&E during Project Implementation

M&E design. Projects should have a sound M&E plan to monitor results and track progress towards achieving project objectives. An M&E plan should include a baseline (including data, methodology, etc.), SMART14 indicators and data analysis systems, and evaluation studies at specific times to assess results and adequate funding for M&E activities. The time frame for various M&E activities and standards for outputs should have been specified. The evaluation should present its assessment on these.

M&E plan implementation. A terminal evaluation should verify that: an M&E system was in place and facilitated timely tracking of progress towards projects objectives by collecting information on chosen indicators continually through the project implementation period; annual project reports were complete, accurate and with well justified ratings; the information provided by the M&E system was used during the project to improve project performance and to adapt to changing needs; and, projects had an M&E system in place with proper training for parties responsible for M&E activities to ensure data will continue to be collected and used after project closure.

Budgeting and Funding for M&E Activities. In addition to incorporating information on funding for M&E while assessing M&E design, a separate mention will be made of: whether M&E was sufficiently budgeted at the project planning stage; and, whether M&E was adequately and timely funded during implementation.

Project monitoring and evaluation systems will be rated as follows on quality of M&E design and quality of M&E implementation:

7. Highly Satisfactory (HS): There were no shortcomings in the project M&E system.
8. Satisfactory(S): There were minor shortcomings in the project M&E system.
9. Moderately Satisfactory (MS): There were moderate shortcomings in the project M&E system.
10. Moderately Unsatisfactory (MU): There were significant shortcomings in the project M&E system.
11. Unsatisfactory (U): There were major shortcomings in the project M&E system.
12. Highly Unsatisfactory (HU): The Project had no M&E system.

The ratings should be justified with objective evidence.

Overall rating:

NOTE: The overall rating of M&E during project implementation will be solely based on the quality of M&E plan implementation.” The ratings on quality at entry of M&E design and sufficiency of funding both during planning and implementation stages will be used as explanatory variables.

#### Monitoring of Long Term Changes

The M&E of long term changes is often incorporated in the GEF supported projects as a separate component and it may include determination of environmental baselines, specification of indicators, provisioning of equipment and capacity building for data gathering, analysis and use. This section of the terminal evaluations will describe the actions and accomplishments of the project in the establishment of a long term monitoring system. The review will address the following questions:

1. Did this project contribute to the establishment of a long term monitoring system? If it did not, should the project have included such a component?
2. What were the accomplishments and short comings in establishment of this system?
3. Is the system sustainable, i.e. is it embedded in a proper institutional structure and has financing?
4. Is the information generated by this M&E system being used as originally intended?

#### E. Assessment of Processes that Affected Attainment of Project Results

Among other factors, when relevant, it is suggested that the evaluation team considers the following issues affecting project implementation and attainment of project results. However, evaluators are not expected to provide ratings or separate assessment on the following issues but they could be considered while assessing the performance and results sections of the report:

1. Preparation and readiness. Were the project’s objectives and components clear, practicable and feasible within its timeframe? Were the capacities of executing institution and counterparts properly considered when the project was designed? Were lessons from other relevant projects properly incorporated in the project design? Were the partnership arrangements properly identified and the roles and responsibilities negotiated prior to project approval? Were counterpart resources (funding, staff, and facilities), enabling legislation, and adequate project management arrangements in place at project entry?
2. Country ownership/drivenness. Was the project concept in line with the sectoral and development priorities and plans of the country or of participating countries in the case of multi-country projects? Are project outcomes contributing to national development priorities and plans? Were the relevant country representatives, from government and civil society, involved in the project? Did the recipient government maintain its financial commitment to the project? Has the government approved policies or regulatory frameworks been in line with the project’s objectives?
3. Stakeholder involvement. Did the project involve the relevant stakeholders through information-sharing, consultation and by seeking their participation in the project’s design, implementation, and monitoring and evaluation? For example, did the project implement appropriate outreach and public awareness campaigns? Did the project consult and make use of the skills, experience and knowledge of the appropriate government entities, NGOs, community groups, private sector, local governments and academic institutions in the design, implementation and evaluation of project activities? Were perspectives of those that would be affected by decisions, those that

could affect the outcomes and those that could contribute information or other resources to the process taken into account while taking decisions? Were the relevant vulnerable groups and the powerful, the supporters and the opponents, of the processes properly involved?

4. Financial planning. Did the project have the appropriate financial controls, including reporting and planning, that allowed management to make informed decisions regarding the budget and allowed for timely flow of funds. Was there due diligence in the management of funds and financial audits? Did promised co-financing materialize? (Please fill the form in Annex 1 on co-financing).
5. Implementing/Executing Agency's supervision and backstopping. Did Implementing/Executing Agency staff identify problems in a timely fashion and accurately estimate its seriousness? Did Implementing/Executing Agency staff provide quality support and advice to the project, approved modifications in time and restructured the project when needed? Did the Implementing/Executing Agencies provide the right staffing levels, continuity, skill mix, and frequency of field visits for the GEF projects?
6. Co-financing and Project Outcomes and Sustainability. If there was a difference in the level of expected co-financing and actual co-financing, then what were the reasons for the variance? Did the extent of materialization of co-financing affect the project's outcomes and/or sustainability, and if it did affect outcomes and sustainability then in what ways and through what causal linkages?
7. Delays and Project Outcomes and Sustainability. If there were delays in project implementation and completion, then what were the reasons? Did the delay affect the project's outcomes and/or sustainability, and if it did affect outcomes and sustainability then in what ways and through what causal linkages?

#### 6) F. Lessons and Recommendations

The evaluators will present lessons and recommendations in the terminal evaluation report on all aspects of the project that they consider relevant. The evaluators will be expected to give special attention to analyzing lessons and proposing recommendations on aspects related to factors that contributed or hindered: attainment of project objectives, sustainability of project benefits, innovation, catalytic effect and replication, and project monitoring and evaluation. Evaluators should refrain from providing recommendations to improve the project. Instead they should seek to provide a few well formulated lessons applicable to the type of project at hand or to GEF's overall portfolio. Terminal evaluations should not be undertaken with the motive of appraisal, preparation, or justification, for a follow-up phase. Wherever possible, the reports should include examples of good practices for other projects in a focal area, country or region.

#### Methodology

The evaluation methodology will be determined by the consultant, guided by the requirements of GEF and UNDP as articulated in various guidelines, policies and manuals on the conduct of evaluations for GEF projects as well as key project documents such as the approved GEF project brief, the final UNDP project document, the inception workshop report, mid-term evaluation report, the project log-frame and annual budgets and work plans, the annual project implementation review, Project Board, and PMT meeting minutes as available, and other technical reports and documents as relevant. The evaluation methodology should be clearly documented in the final evaluation including comprehensive details of the following:

- documents reviewed
- interviews conducted
- consultations held with all stakeholders
- project site visited
- techniques and approaches used for data gathering, verification and analysis

#### Conduct of the Evaluation

The consultant will work independently but will liaise closely with UNDP Maldives and Ministry of Housing and Urban Development. The consultant will also liaise periodically with the UNDP to ensure that UNDP-GEF and GEF requirements are being met.

The consultant will visit the project site to ensure adequate consultation with all key stakeholders. Towards the end of the field evaluation, presentation will be made to all key stakeholders in country. After the presentation the consultant will take note of verbal and/or written response to its presentation and consider these in preparing an interim draft evaluation report that will be provided to UNDP before the consultant leaves for distribution to stakeholders. UNDP will circulate the draft report to all stakeholders requesting written feedback and finalized by the evaluator within the dates reflected in the evaluation schedule.

While the consultant is free to determine the actual layout of the evaluation report, this must include the minimum content requirements mentioned earlier. The consultant will forward the final report by e-mail to UNDP Maldives for onward distribution to all stakeholders. In addition the consultant will forward a hard copy and electronic copy saved on disk to UNDP Maldives Country Office. The consultant will be responsible for the contents, quality and veracity of the report.

#### Deliverables

The terminal evaluation mission will produce the following deliverables:

- (1) a detailed Terminal Evaluation Report in concise English, including lessons learned and recommendations, using on the specified UNDP/GEF format (no more than 30 pages, including Executive Summary and Annexes) with sections and assessment ratings outlined earlier in the TOR; ;
- (2) record of key outputs from the evaluation process, including workshop outputs, and minutes of meetings with stakeholders
- (3) summary presentation of Terminal Evaluation Report findings to be presented at the Project Terminal Workshop.

The final report together with the annexes shall be written in English and shall be presented in electronic form in MS Word format as well as a hard copy.

The final report should include the sections specified in Annex 1 of this TOR and not exceed 30 pages, in addition to the annexes.

#### Composition of the Evaluation Team

One Consultant either International or National will be responsible for conducting and reporting on the evaluation, under the guidance of and reporting to UNDP's Environment and Energy Programme. The Consultant will be lead and will carry overall responsibility for organizing and completing the evaluation and delivering the final report including technical analysis and coordination of logistical arrangements.

#### Qualification – Consultant

- Minimum of a master's degree or equivalent in natural resource management, environment, development or related field demonstrably relevant to the position
- Substantive experience in reviewing and evaluating similar technical assistance projects, preferably those involving UNDP/GEF or other United Nations agencies, development agencies and major donors;
- International/regional consultant with academic and/or professional background in natural resource management or related fields with experience in land management, with in-depth understanding of land issues as well as community-based natural resource management. A minimum of 10 years of working experience is required;
- Experience in leading multi-disciplinary and multi-national teams to deliver quality products in high stress and short deadline situations;
- Familiar with SLM approaches in developing countries including Asia will be an advantage either through management and/or implementation or through consultancies in evaluation of land related projects. Understanding of local actions contributing to global benefits is crucial;
- Highly knowledgeable of participatory monitoring and evaluation processes; and
- Excellent English writing and communication skills.

#### Proposed Methodology and Timelines

The consultants shall undertake the evaluation working concurrently according to a planned schedule to be completed by 10 November 2012. The consultant will have the overall responsibility of organizing and completing the terminal evaluation, submitting the final terminal evaluation report. The consultants are expected to propose a work layout, plan, budget and timelines to achieve the expected outputs with the appropriate methodology.

#### Proposal Requirements

Interested individuals should ensure the proposal contain the following information to demonstrate their qualification:

1. Personal updated CV Technical Proposal:
  - i. Explaining how the applicant meets the selection *criteria/most suitable for the work*;
  - ii. *Provide methodology on how applicant will approach and conduct the work if successful*;
2. Financial Proposal

The consultant is requested to provide a proposal or quotation of the fees/cost for the services which will be rendered using the following format and should be separate from the technical proposal.

Daily consultancy rates	A daily consultancy rate inclusive of living allowance proposed by the consultant
Air ticket	To and from place of origin

#### Evaluation Method

The proposals will be evaluated using the UNDP cumulative analysis method whereby the total score is obtained upon the combination of weighted technical and financial attributes.

The highest combined weighted score which provides the best value for money will be awarded the contract.

A	Technical	(70%)
i)	Substantive experience in reviewing and evaluating similar technical assistance projects, preferably those involving UNDP/GEF or other United Nations agencies, development agencies and major donors	15%
ii)	International/regional consultant with academic and/or professional background in natural resource management or related fields with experience in land management, with in-depth understanding of land issues as well as community-based natural resource management. A minimum of 10 years of working experience is required	10%
iii)	Familiar with SLM approaches in Asia and/or developing countries either through management and/or implementation or through consultancies in evaluation of land related projects. Understanding of local actions contributing to global benefits is crucial	15%
iv)	knowledgeable of participatory monitoring and evaluation processes	10%
v)	Experience in leading multi-disciplinary and multi-national teams to deliver quality products in high stress and short deadline situations	10%
vi)	Knowledge and experience with local/regional stakeholders and customary protocols. Ability to converse, communicate in local language/directs advantageous.	10%
B	Financial	(30%)
	Total	(100%)



#### Reporting Requirements

The consultant will be monitored, overseen and supervised by UNDP Maldives Country Office in consultation and coordination with Ministry for Housing and Urban Development.

The consultant is expected to submit a terminal evaluation report upon successful completion of activities according to the agreed schedules. The consultant is expected to provide for his/her own laptop.

#### Deadline of Application Submission

All applications must include all documents mentioned in the section of "Proposal Requirements" above to be submitted by 8 October 2012 at 16:30 time either electronically to aminath.shooza@undp.org

#### Annex 1

#### Evaluation Report Outline outline compliant to GEF protocols? does 30 pages include all annexes?

1. Executive Summary  
Brief description of project, context and purpose of the evaluation, main conclusion, recommendations and lessons learned
2. Introduction  
Purpose of the evaluation, key issues addressed, methodology of the evaluation, structure of the evaluation
3. The project and its development context  
Project start and its duration, problems that the project seek to address, objectives of the project, main stakeholders, results expected
4. Findings and Conclusions
  - Project formulation
    - Implementation approach
    - Country ownership/drivenness
    - Stakeholder participation
    - Replication approach
    - Cost-effectiveness
    - UNDP comparative advantage
    - Linkages between project and other interventions within the sector
    - Indicators
    - Management arrangements
  - Implementation (how about the technical processes?/ extension, training etc.?)
    - Financial planning
    - Monitoring and evaluation ( system)
    - Execution and implementation modalities
    - Management by the UNDP sub-office
    - Coordination and operational issues
  - Results
    - Attainment of objectives
    - Sustainability
    - Contribution to upgrading skills of the national staff
5. Recommendations
  - Actions to follow up or reinforce initial benefits from the project
  - Proposal for future directions underlining main objectives
6. Future Project Strategy
  - Corrective actions for the design, implementation, monitoring and evaluation of the project
7. Lessons Learned
  - Best and worst practices in addressing issues relating to relevance, performance and success

#### Annexes

- TOR
- Itinerary
- List of persons interviewed
- Summary of field visits
- List of documents reviewed
- Questionnaire used and summary of results
- Overview of co-financing and leverage resources
- Summary of Evaluation Findings (see Annex 2)

Summary of Evaluation Findings

Objective	Measurable indicators from project log frame	Term target	Status of delivery *1	Rating *2
Outcomes	Measurable indicators from project log frame	Term target	Status of delivery	Rating

\*1: Status of delivery

Green/Completed	Indicators show successful achievement
Yellow	Indicators show expected completion by end of project
Red	Indicators show poor achievement – unlikely to be completed by end of project

\*2: Rating

HS	Highly satisfactory
S	Satisfactory
MS	Marginally satisfactory
U	Unsatisfactory

## ATTACHMENT 2 - ITINERARY

### ITINERARY

Date	Time	Activity and Participant	Venue
04 November 2012 Sunday	200hrs	Arrival in Male	
	100hrs	Meeting with UNDP	UNDP
		UN Security Briefing	UNDP
	1300hrs	Meeting with Project Manager Rajfa Shaheem Razeem/	MEE
	1400hrs	Desk review	UNDP
05 November 2012 Monday	0900hrs	Meeting with Mr Hussain Naeem, Tech Officer ICCRRIP and former UNCCD focal person	MEE
	1030hrs	Mr Mohamed Azim, former Project Manager, MHUD	MHI
	1430hrs	Meeting with UNDP RR Andrew Cox, DRR Azusa Kubota, ARR Mohamed Inaz and UNDP Aminath Shooza	MEE
06 November 2012 Tuesday	0900hrs	Desk study	MEE
	1045hrs	Meeting with Mr. Mohamed Faiz, Deputy Minister – Ministry of Housing and infrastructure	MHE
	1535hrs	Meeting with Department of National Planning. Mr. Mohamed Imad	NPD
07 November 2012 Wednesday	0900hrs	Meeting with Maldives Land Survey Authority (LSA): Ibrahim Shabau and team	MEE
	1300hrs	Meeting with Iham and AFSAL re quick status of SOE	MEE
8 November 2012 Thursday	900hrs	Desk study	
	1300hrs	Meeting with Deputy Minister Majeed Abdullah and Mr Anwar of the Min of Environment	MEE
	1400hrs	Meeting with Mr Shareef Adam, Local Government Authority	MEE
	1500hrs	Meeting with Mr Ibrahim Shabau, Director , Department of Agriculture	MEE
	1600hrs	Meeting with Maldives Climate Youth Network: Ms Aisha Niaz	MEE
	1430hrs	Meeting with MEE Permanent Secretary Mr Ahmed Saleem	MEE
10 Nov 2012 Saturday	0700-1700hrs	visit to the Thoddhoo Island Local, farming systems observations and interaction with the Local Council (with Mr Ahmed Naeem and Ms Anusha Vilhana)	Thoddhoo island
11 Nov 2012 Sunday			
12 Nov 2012 Monday	1030hrs	with MAF: Ms Najaath... and Mr Shuabee (Poultry Expert)	MOFA
		Meeting with UNDP Team re preliminary findings	UNDP
13 Nov Tuesday			
14 Nov Wed	900-1100hrs	Presentation of findings to Project Management	MEE
		Meeting with Ministry of Home Affairs Director General Mr. Ahmed Shareef Nafees	MEE
		Meeting with Project Manager Najfa Razeem	MEE

15 Nov Thursday		Meeting with MEE resource persons: Mr Hassan Anwar, Env Analyst Ms Afsal Hussain, Env Analyst, WATSAN Mr Anwar	MEE
	2100hrs	Departure for Manila	

### **ATTACHMENT 3 - LIST OF PERSONS INTERVIEWED**

#### LIST OF PERSONS INTERVIEWED

Name	Position/Designation	Agency
Najfa Razee	Project Manager	Ministry of Environment and Energy
Abdullahi Majeed	Deputy Minister, MEE	Ministry of Environment and Energy
Hussam Naeem	Former UNCCD Technical Focal Pool	Ministry of Environment and Energy
Ilham Artho Mohamed	Staff	Ministry of Environment and Energy
Amed Anwar	Staff (EA)	Ministry of Environment and Energy
Afsal Hussain	WATSAN Spec	Ministry of Environment and Energy

Mohamed Faiz	Deputy Minister	Ministry of Housing and Infrastructure
Mohamed Azim	Former Project Manager	Ministry of Housing and Infrastructure
Ibrahim Shafeeu	Senior Surveyor	Ministry of Housing and Infrastructure

Ibrahim Shabau	Deputy Director General	Ministry of Fisheries and Agriculture
Anusha Vithana	Entomologist	Ministry of Fisheries and Agriculture
Ahadh Ahmed Nagem	Assistant Plant Protection Officer	Ministry of Fisheries and Agriculture

Ahmed Shareef Nafees	Director General	Ministry of Home Affairs
Riluwan Adam		Ministry of Home Affairs
Mohamed Imad	Assistant Executive Director	Department of National Planning
Aisha Niyaz	Maldivian Youth Climate Network Co-founder	Maldivian Youth Climate Network

Andrew Cox	Resident Representative	UNDP
Azusa Kubota	Deputy Resident Representative	UNDP
Mohamed Inaz	Assistant Resident Representative	UNDP

Aminath Shooza	Programme Associate	UNDP
Gwen Maru	UNDP PNG	UNDP
Maria Gemma P. Dalena	Consultant for DRR	UNDP
Zeeniya Ahmed	Procurement Associate	UNDP
Roberta M. Lossio		Environmental Advantage Consultants
Doley Tshering (by email)	Regional Ecosystems and Biodiversity Specialist	UNDP – GEF Bangkok