



TERMINAL EVALUATION (TE) FOR THE PROJECT  
“BUILDING AND STRENGTHENING MADAGASCAR’S  
NATIONAL CAPACITY TO IMPLEMENT THE  
TRANSPARENCY ELEMENTS OF THE PARIS  
AGREEMENT”

GEF-9948

Draft Evaluation Report

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**Prepared for**  
Conservation International

**12 December 2024**



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# LE GROUPE CONSEIL BAASTEL

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## I. OVERVIEW

<b>PROJECT DATA</b>	
Project/Program Title	Building and strengthening Madagascar's national capacity to implement the transparency elements of the Paris Agreement (CBIT Madagascar)
GEF Project ID	9948
Conservation International Project ID	G0013
Implementing Agency(s)	Conservation International
Executing Agency	Ministry of Environment and Sustainable Development (MEDD) National Bureau of Climate Change (BNCCC)
Executing Partner(s)	Conservation International - Madagascar
Countries	Madagascar
Focal Area(s)	Climate Change
GEF Operational Program	GEF-6
Total GEF Approved Budget	\$1,344,495
Total Co-financing Expected	\$180,590
<b>RELEVANT DATES</b>	
CEO Endorsement/Approval	24/06/2019
Implementation Start	1/07/2019
Inception workshop	16/09/2019
Project Completion Date (actual foreseen)	28/02/2025
Period to Be Evaluated	1/07/2019 -1 May 2024

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### ACKNOWLEDGEMENTS

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## II. EXECUTIVE SUMMARY

### Project description

Funded by the Global Environment Facility (GEF) Capacity-Building Initiative for Transparency (CBIT), the project “***Building and strengthening Madagascar’s national capacity to implement the transparency elements of the Paris Agreement***” (CBIT Madagascar) intended to strengthen national capacity to fulfil Madagascar’s reporting obligations under the Enhanced Transparency Framework (ETF) of the Paris Agreement, in line with Madagascar’s Nationally Determined Contributions (NDCs). This project was jointly developed by the National Office for Coordination of Climate Change (BNCCC) located at the Ministry of Environment and Sustainable Development (MEDD), and Conservation International (CI). Implementation started in July 2019, and the project ran for 49 months altogether, after a 23-months No-Cost Extension to the original 26 months implementation period was granted, to compensate for the impact of the COVID-19 pandemic as well as delays incurred in signing Grant Agreements (GAs) changes to key personnel and challenges procuring consultants. Most activities were completed in December 2023.

### Principal findings

#### ***Relevance and coherence***

The CBIT Madagascar project is well aligned with the country’s national priorities and is contributing towards the enhancement of climate transparency at the global level in line with international and national commitments under the Paris Agreement. Project outcomes are consistent with GEF-6 strategic programming as well as with CI strategy. The ProDoc provided a convincing strategy for tackling the problems to be addressed by the project regarding climate action transparency. The results framework was clearly and logically designed, articulated around three components that contributed towards the project objectives. A project ToC could be easily reconstructed, based on the elements presented in the ProDoc.

#### ***Effectiveness***

The results framework underwent several changes during implementation to better reflect changes in national priorities, at the request of the MEDD.

The achievement of objective level indicators is Satisfactory for two indicators, and Highly Satisfactory for the other two. At outcome level, the overall achievement is Satisfactory. Several results were surpassed. The quality of outputs has been satisfactory despite significant delays mainly caused by external factors. This success can notably be attributed to the BNCCC’s unwavering involvement throughout the project.

Interviews conducted during the TE strongly indicate that female participants, and those sectors/ministries that had female lead teams involved in the trainings performed notably better (more effective) in terms of implementing acquired skills, internal training and training of colleagues, and overall retention of information.

#### ***Efficiency***

Although the project experienced challenges throughout its implementation, at the time of the TE, 95% of the total approved budget had been disbursed and evidence suggests that the CBIT project is on track to spend all budget by project closure. Despite delays in leveraging the planned co-

financing, the evidence suggest that actual co-financing surpassed what was committed at CEO endorsement stage

### ***Sustainability***

The project has been very successful in preparing the ground for effective reporting under Article 13 under the Paris agreement in Madagascar, but both institutional and financial factors threaten the likelihood of the continuation of project activities beyond the project cycle at the moment, and without a follow-up project this may jeopardize the project's results enduring over time.

One major barrier to the project's sustainability is the high dependence of MRV and other data collection, centralization and sharing activities and systems on a reliable internet connection. The CBIT Madagascar project paid for the internet connection of the BNCC REDD+ and other sectors during project implementation, but at TE stage, no alternative or structural funding source for continued internet access in any of the participating ministries was secured.

In addition, it will be necessary to Improve Metadata and MRV systems initiated under the CBIT project phase I and strengthen stakeholders' capacities in terms of MRV to ensure project's sustainability.

### ***Impact***

The CBIT Madagascar project has made an important contribution towards building the institutional framework and tools to obtain more transparency in climate action in Madagascar. However, it must be complemented by further initiatives to operationalize the tools to be impactful in the long-run.

### ***M&E design and implementation***

All the M&E activities due prior to the TE have been completed and documented in a sound and comprehensive way. M&E roles and responsibilities were carried out effectively in line with the M&E plan.

### ***Implementation and execution***

Although COVID-19 travel restrictions limited its supervision responsibilities, CI-GEF delivered on its mandate in an effective manner. It adequately planned for the foreseeable risks associated with the project and evidence suggests that mitigation strategies were effective. CI-GEF also demonstrated flexibility in accommodating for the BNCCC request to modify the results framework during implementation resulting in a more impactful project.

As the lead executing agency, the BNCCC delivered on its mandate in a very satisfactory manner. The PMU produced quality reporting and showed resourcefulness in dealing with the impacts of COVID-19 and the challenges in procuring consultants. Evidence suggests that the PMU made extra efforts to ensure the quality of consultants' deliverables and worked towards building their capacities. Evidence suggests that the BNCCC's involvement was instrumental in delivering the CBIT project.

### ***Gender***

The mainstreaming of the gender perspective in project design is only moderately satisfactory as objectives were not very convincing and targets overestimated in the Gender Mainstreaming Plan.

However, considering Madagascar's context, and although the project did not achieve its female participation objectives in relative number, it largely surpassed its targets in absolute terms.

Similarly, the CBIT Madagascar project did not manage to achieve its objectives in terms of gender mainstreaming in sectoral policies but achieved the impressive outcome of producing a national gender and climate change strategy.

### **Stakeholder engagement**

Stakeholders were engaged in large numbers from PPG phase and targets set in the stakeholder engagement plan were exceeded. In terms of number of government agencies, civil society organizations, private sector, indigenous peoples, and other stakeholder groups that were involved in the project implementation on an annual basis, the end of project target was surpassed by 854%, the target for the number of people involved in the project implementation phase was exceeded by more than 300% and that for the number of engagement with stakeholders during implementation by 87.5%.

### **Accountability and Grievance Mechanism**

Despite a solid design and its repeated socialization with project stakeholders, there were zero grievances reported, which can be attributed to cultural factors.

### **Overall finding:**

All available evidence shows that the project has been a true game changer in bringing the need for mitigation efforts and a transparent reporting of GHG emissions to the attention of individual ministries and that the project has been instrumental in improving the appropriation of knowledge around data required for GHG Inventory process in each specific sector. Overall, the project has prepared the ground perfectly with pervasive awareness and trainings and with providing proofs of concept for adaptation sectors and for the Public Health sector. The practical implementation and the practical appropriation still have to be done, and this presents a low-hanging fruit for a follow-up project.

## **Rating summary**

<b>Dimension</b>	<b>Rating</b>
Relevance	Highly Satisfactory
Effectiveness	Satisfactory
Efficiency	Satisfactory
Overall outcome	Satisfactory
Sustainability	Moderately unlikely
M&E Design and Implementation	Highly Satisfactory
Performance Implementing Agency	Highly Satisfactory
Performance Executing Agency	Highly Satisfactory
Gender	Highly Satisfactory
Stakeholder Engagement	Highly Satisfactory
AGM	Satisfactory
Overall Safeguards	Satisfactory

## Recommendations

#	Recommendation	When	Entity responsible
1	A minimum of three years to implement CBIT projects seems to be warranted regardless of the context in order to allow time for the PMU to find a good working relationship with the executing entity and to factor in delays related to the busy schedules and high workloads of targeted beneficiary staff at central ministries. In addition, already consider aligning partners and stakeholders for a follow-up phase.	PIF PPG GEF programming stage	Implementing Agency GEF
2	Actively liaise and collaborate with existing initiatives and projects to encourage synergies and an overall coherence of climate transparency actions in the country. Improve intentionality in building on past projects in particular when beginning data collection in a CBIT II.	Design stage of CBIT II	Implementing Agency Executing Agency
3	Make sure to clearly define what is expected from each activity in the ProDoc and that the executing agency fully understands the activities to ensure smooth implementation and start of the PMU. The BNCC REDD+ team working with CI and the consultant during the PPG phase and the team working in the implementation phase were not the same. It was flagged to the evaluators that the PMU initially struggled with understanding the activities and had to request several meetings with the consultant G who coordinated the development of the ProDoc to get clarifications on the meaning of several technical activities. Alternatively, or complementary, a transition / handover phase between CEO approval and project inception could be planned for, where the project designers could be contracted and mobilised to ensure continuity with the PMU and project staff while they are recruited and start work.	PPG	Implementing Agency Executing Agency
4	Factor in potential causes for delay that are outside of the immediate control of the PMU: <ul style="list-style-type: none"> <li>- Stakeholders' unavailability between November and January due to their attendance to the UNFCCC COPs as well as end of year holidays, when planning workshops and trainings, both in annual work plans and budgets as in the practical planning during implementation.</li> <li>- Time needed for ministry approval on the date, location and ToRs/programme of a workshop or training</li> </ul>	PPG Start-up of the project	Executing Agency PMU
5	Design and implement the exit strategy more thoroughly:	PPG, implementation	Implementing Agency Executing Agency

	<ul style="list-style-type: none"> <li>- Consider supporting a governmental decree to create a legal basis for climate data collection and sharing that will last beyond project cycle.</li> <li>- Engage with the Ministry of Finance and Budget regarding the possibility of earmarking a budget line to climate transparency activities.</li> <li>- Consider supporting investments beyond project cycle to ensure that project results are sustainable. In particular, find long-term solution for providing steady internet connection to the ministries.</li> <li>- Carefully describe dedicated training of trainers requirements to foster the likelihood of knowledge retention.</li> </ul>		PMU
6	Define baselines and end of project targets at the design stage for all levels of indicators.	PPG	Implementing Agency
7	Increase knowledge management efforts by keeping the project website up to date with project achievements, also after transfer of the website management to the executing partner.	During implementation	Executing Agency
8	Incorporate more practical elements into the training syllabus rather than focusing too much on theoretical aspects. Focus on learning-by-doing and potentially a longer availability of the consultants to provide a 'helpdesk' support to technical staff in sectoral ministries. Consultant's roles could be defined as training, guiding, and overseeing the work while the Government personnel could undertake the actual tasks e.g., during the development of transparency systems such as MRVs, GHGIs, and the preparation of the reports such as the BURs, and National Communications.	During implementation	PMU
9	Focus the gender analysis at PPG stage on challenges and opportunities for women in government and public offices, and carefully record the baseline in terms of women in technical climate (data) related roles. Make sure that gender targets are realistic in the national context. Identify incentives for female participation and fostering female leadership. This can also be helpful to set ambition for the project to support the UNFCCC gender action plan more widely at a national level.	PPG	Implementing Agency
10	Make sure that the AGM is culturally appropriate. Consider allowing for anonymous complaints to be taken into consideration and changing the terminology from "grievance mechanism" to "feedback mechanism" or another term void of negative connotations. Additionally, consider hiring a third-party (potentially an NGO or CSO) to collect grievances to minimize fear of retaliation.	During implementation	PMU



11	Maintain efforts to engage with the private sector. Consider incentives for private actors' participation and MoUs with private actors for data collection and data sharing.	Design CBIT II	Implementing Agency
12	In terms of procurement for CBIT II or other climate transparency projects, consider using national consultants contracted and supported in CBIT I to further build (on) local skills. Consider furthermore the requirement that international Consultants incorporate a national consultant to support their work. With this approach, the country's local capacity in this field can be further built over time.	Design CBIT II Implementation of CBIT II	Implementing Agency PMU CBIT II
13	For CBIT II: follow up on the 8 NDC policy briefs with recommendations that were developed under the current project.	Design CBIT II	Implementing Agency Executing Agency
14	Consider supporting for key government staff to participate in UNFCCC COPs, so that CBIT countries can learn from and share experiences with other countries.	Design all CBIT projects	Implementing Agency, GEF
15	Lobby for stable internet connections in all NDC sectoral ministries, for example by lobbying the Ministry of Finance and Budget to dedicate structural funding to this major enabling condition.	As soon as possible	Executing Agency
16	Ensure that deliverables delivered by consultants are grounded in empirical evidence or the consultant's own analysis of the specific contexts of the sectoral ministries, instead of relying too heavily on literature reviews.	Design CBIT II	Executing Agency

### III. TABLE OF CONTENTS

<b>I. OVERVIEW .....</b>	<b>I</b>
<b>II. EXECUTIVE SUMMARY .....</b>	<b>II</b>
Project description .....	ii
Principal findings.....	ii
Rating summary.....	iv
Recommendations.....	v
<b>III. TABLE OF CONTENTS .....</b>	<b>VIII</b>
<b>IV. LIST OF TABLES &amp; FIGURES.....</b>	<b>X</b>
<b>V. ACRONYMS .....</b>	<b>XI</b>
<b>1 INTRODUCTION TO THE EVALUATION .....</b>	<b>1</b>
1.1 Evaluation purpose and objectives.....	1
1.2 Scope and methodology.....	1
1.3 Analytical framework and tools.....	2
1.4 Limitations .....	4
1.5 Structure of the evaluation report.....	4
<b>2 PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT.....</b>	<b>5</b>
2.1 Project description.....	5
2.2 Project rationale and Theory of Change.....	6
<b>3 FINDINGS .....</b>	<b>11</b>
3.1 Assessment of project results .....	11
3.2 Sustainability .....	28
3.3 Impact.....	32
3.4 M&E design and implementation.....	33
3.5 Implementation and execution .....	36
3.6 Environmental and social safeguards .....	41
<b>4 CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS .....</b>	<b>47</b>
4.1 Conclusions.....	47
4.2 Lessons learned .....	47
4.3 Recommendations .....	48

<b>ANNEXES .....</b>	<b>51</b>
ANNEX 1: Terminal Evaluation Terms of Reference .....	51
ANNEX 2: Code of ethics .....	52
ANNEX 3: TE audit trail .....	54
ANNEX 4: Evaluation matrix.....	55
ANNEX 5: Summary of rating scales.....	61
ANNEX 6: Documents reviewed.....	63
ANNEX 7: Overview of interviews .....	64

## IV. LIST OF TABLES & FIGURES

Table 1: Main evaluation criteria and scope of evaluation.....	3
Table 2: Key stages in project development and approval.....	5
Table 3: Overview of the project's outcomes and outputs.....	7
Table 4: Overview of changes to the Results Framework.....	13
Table 5: Summary of the progress made towards achieving project objective and outcomes.....	15
Table 6: State of expenditures per year and per component against approved budget, reconstructed by the TE team from the annual financial reports.....	26
Table 7: Planned co-financing at CEO endorsement stage.....	27
Table 8: Risks as identified in the ProDoc.....	28
Table 9: Sustainability strategy elements as outlined in the ProDoc.....	28
Table 10: Summary of M&E activities and their frequency as planned in the M&E plan (left two columns) and status at Terminal evaluation (right column). ....	34
Table 11. Rating summary.....	47
Figure 1: ToC.....	10

## V. ACRONYMS

<b>AFD</b>	Agence Française de Développement
<b>AFOLU</b>	Agriculture, Forestry and Other Land Uses
<b>AGM</b>	Accountability and Grievance Mechanism
<b>BNCCC</b>	Bureau National de Coordination the Changement Climatique - <i>National Office for Coordination of Climate Change</i>
<b>BTR</b>	Bi-annual Transparency Report
<b>BUR</b>	Bi-annual Update Report
<b>CBIT</b>	Capacity-Building Initiative for Transparency
<b>CI</b>	Conservation International
<b>CNCC</b>	Comité National de Changement Climatique – <i>National Committee for Climate Change</i>
<b>COP</b>	(UNFCCC) Conference of the Parties
<b>DIREDD</b>	Inter-Regional Directorate for Environment and Sustainable Development – <i>Direction Interrégionale pour l’Environnement et le Développement Durable</i>
<b>DPRIDD</b>	Directorate for Research and Sustainable Development Integration - <i>Direction de la Promotion de la Recherche et de l’Intégration de la Démarche de Développement Durable</i>
<b>ESMF</b>	Environmental and Social Management Framework
<b>ETF</b>	Enhanced Transparency Framework
<b>GCF</b>	Green Climate Fund
<b>GCO</b>	General Counsel’s Office
<b>GEF</b>	Global Environment Facility
<b>GHG</b>	Greenhouse Gas
<b>GHGI</b>	Greenhouse Gas emissions Inventory
<b>IEO</b>	Independent Evaluation Office
<b>IPPU</b>	Industrial Processes and Product Use
<b>LPSPA</b>	Lettre Politique du Secteur Pétrolier Aval - <i>Downstream Oil Sector Policy Letter</i>
<b>M&amp;E</b>	Monitoring & Evaluation
<b>MEDD</b>	Ministry of Environment and Sustainable Development - <i>Ministère de l’Environnement et du Développement Durable</i>
<b>MoU</b>	Memorandum of Understanding
<b>MRV</b>	Monitoring, Reporting and Verification
<b>MTO</b>	Medio-Term Objective
<b>NAP</b>	National Adaptation Plan
<b>NC</b>	National Communication (to the UNFCCC)

<b>NCE</b>	No-Cost Extension
<b>NDC</b>	Nationally Determined Contribution
<b>NDP</b>	National Project Director
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>PGE</b>	Politique Général de l'État - <i>State General Policy</i>
<b>PIF</b>	Project Identification Form
<b>PIR</b>	Project Implementation Report
<b>PMU</b>	Project Management Unit
<b>PNLCC</b>	Politique Nationale de Lutte contre les Changements Climatiques - <i>National Policy on Climate Change</i>
<b>PND</b>	Politique National de Développement – National Development Policy
<b>PPG</b>	Project Preparation Grant
<b>PPR</b>	Project Progress Reports
<b>PSC</b>	Project Steering Committee
<b>QA</b>	Quality Assurance
<b>SMART</b>	Specific, Measurable, Achievable, Relevant, Time-bound
<b>TE</b>	Terminal Evaluation
<b>ToC</b>	Theory of Change
<b>ToR</b>	Terms of Reference
<b>ToT</b>	Training of Trainers
<b>UNDP</b>	United Nations Development Programme
<b>UNFCCC</b>	United Nations Convention of Climate Change
<b>WHO</b>	World Health Organization

# 1 INTRODUCTION TO THE EVALUATION

## 1.1 Evaluation purpose and objectives

The purpose of the Terminal Evaluation (TE) is to:

- promote and enhance CI's accountability and transparency with respect to stakeholder engagement and to investment;
- improve CI's overall impact by drawing key lessons for broader organizational learning e.g. about what works well, how to manage risks, effective stakeholder engagement, effective community participation, etc.

Concrete objectives are to:

- assess the achievement of project results against expected achievements;
- examine the extent, magnitude, sustainability and potential for maximum achievement of project results and impacts;
- draw lessons that can both improve the sustainability of benefits from this project, and support the overall enhancement of future CI and GEF portfolio programming.

The evaluation will provide feedback to the GEF Independent Evaluation Office (IEO) so it can identify recurring issues across the GEF portfolio and to contribute to GEF IEO databases for aggregation and analysis. The evaluation follows the main OECD-DAC and GEF evaluation criteria, and scoring. Main evaluation criteria Relevance, Effectiveness, Efficiency, Sustainability and Impact are aligned with the scope described in Annex 1 of the ToRs. Monitoring and Evaluation Systems, Implementation, Execution, Environmental and Social Safeguards, Gender, Stakeholder Engagement and Accountability are analyzed separately and cross-cutting. The evaluation also discusses other aspects, including the need to follow up on evaluation findings, the materialization of co-financing, and Knowledge Management. Finally, the TE highlights good practices and useful lessons, and formulates practical recommendations.

## 1.2 Scope and methodology

The TE covers all project activities from the start of the project until the time of the evaluation, in April 2024. It also assesses project design.

The TE is conducted using evaluation best practices, based on the Quality Standards for Development Evaluation (2010) from the OECD-DAC, on the GEF Evaluation Policy and on the GEF Independent Evaluation Office (IEO) guidelines. The proposed methodological approach is transparent, impartial, inclusive, gender-sensitive, participatory, and utilization-focused. It draws upon mixed methods to gather information from a variety of sources. The proposed approach ensures high ethical standards, adhering to Principles of Human Rights and internationally recognized standards on implementation and research ethics in line with the GEF IEO Ethical guidelines.

## Data collection and analysis

After a first kick-off meeting on 24 January 2024, and the submission of an Inception Report on 26 February<sup>1</sup>, the collection of primary and secondary data started. Secondary data was collected from project management staff and partners, as well as through a literature review of project documents, technical documents, and policy papers. A list of documentation is provided in Annex 6. Primary data was collected through individual or focus group interviews with project beneficiaries. Annex 7 lists the individuals and organizations interviewed. Overall, three data methods were used:

- **In-depth document review:** covering all relevant project and program information, such as the ProDoc and CEO endorsement letter, the project governance documents, relevant safeguards documents, gender mainstreaming strategy, Annual Workplans and Budgets, Project progress reports (PPR), Project Implementation Reports (PIR), Project Supervision Mission reports, financial reports and information, meeting minutes of the Project Steering Committee (PSC), and other meetings with the CI-GEF Agency and support team, as well as technical documents and other relevant documents provided by the Executing Agency and partners. The team also reviewed the knowledge management products and other reports available on the Global Support Programme's website, for comparison of CBIT Madagascar with other CBIT projects across the globe. In-depth review of documentation was conducted not only before the interviews but also during and after the interviews and the mission, as complementary documents were collected.
- **Interviews:** 26 semi-structured interviews were conducted. A sample of project stakeholders was selected based on their relevance and role in the project; a preliminary list was validated as part of the Final Inception Report. The national consultant conducted 20 interviews altogether, 11 face-to-face interviews in Antananarivo from 18<sup>th</sup> March to 26<sup>nd</sup> March 2024 as well as 9 additional online interviews between 5 April and 18<sup>th</sup> April, with stakeholders who were not available during her visit to Antananarivo. In addition, 6 interviews were held online by the principal and/or the support evaluator.
- **Exploration of the web-portals and other tools** developed in the context of the project.

The reviewers compiled and analyzed all data collected on progress towards project objectives, intermediate results achieved and, if any, gaps reported. To ensure the consistency of information collected by several informants, data triangulation was conducted for verifying and confirming information collected. Conclusions were drawn from the relevant information through interpretive analysis. The interpretation process applied both deductive and inductive logic. This systematic approach ensures that all findings, conclusions and recommendations are supported by evidence.

### 1.3 Analytical framework and tools

The analytical framework for this evaluation consisted of the following elements:

- An **evaluation matrix** (Annex 4) which serves as a tool to structure and direct both the content and strategy for collecting the data. The evaluation matrix describes in more detail the most relevant qualitative and quantitative indicators that informed the evaluation questions and specifies the key sources of information and data collection methods (e.g. documents review, interviews, direct observation. It should be noted that the evaluation matrix follows the broad categories mentioned in the ToRs (i.e. "Relevance";

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<sup>1</sup> And approved on 11 March 2024



"Effectiveness", "Efficiency", "Results", "Sustainability", "Impact", "M&E", "Implementation", "Execution", "Safeguards", "Gender", "Stakeholder Engagement" and "Accountability"). The evaluation matrix was validated by project stakeholders at the project inception workshop to ensure that the evaluation questions are appropriate and aligned with the evaluation uses.

- **Triangulation** of information will help ensure the validity and accuracy of the results. The data collected through interviews and documents was systematized and matched with the evaluation matrix questions. For each question, data from different sources was triangulated to ensure that evaluation findings are grounded in evidence and reflect the perspectives of different stakeholders.
- **Participatory and gender-sensitive approach:** to ensure that the views of all beneficiaries are taken into account in the evaluation.

Main evaluation questions are presented in Table 1 and aligned with the scope described in Annex 1 of the ToRs. Monitoring and Evaluation Systems, Implementation, Execution, Environmental and Social Safeguards, Gender, Stakeholder Engagement and Accountability are analyzed separately and cross-cutting.

Table 1: Main evaluation criteria and scope of evaluation

Evaluation Criteria and Key Questions	Terminal Evaluation Scope
<p><b><u>Relevance</u></b> Is the project doing the right things?</p>	<ul style="list-style-type: none"> <li>• Alignment of outcomes with GEF focal areas/operational program strategies, country priorities and mandate of the Agencies</li> <li>• Appropriateness of project design</li> </ul>
<p><b><u>Effectiveness</u></b> Is the project achieving its objectives?</p>	<ul style="list-style-type: none"> <li>• Project progress towards expected outcomes and outputs delivery</li> <li>• Factors affecting outputs delivery and outcome achievement</li> </ul>
<p><b><u>Efficiency</u></b> How well are resources being used?</p>	<ul style="list-style-type: none"> <li>• Cost-effectiveness of the project</li> </ul>
<p><b><u>Sustainability</u></b> Will the benefits last?</p>	<ul style="list-style-type: none"> <li>• Key financial, socio-political, institutional, and environmental risks to project sustainability</li> </ul>
<p><b><u>Progress to Impact</u></b> What changes does the project contribute to?</p>	<ul style="list-style-type: none"> <li>• Progress towards long-term impact (contribution to changes in policy, legal and regulatory frameworks, changes in capacities and governance architecture)</li> <li>• Processes through which changes have taken place (e.g., sustaining, mainstreaming, replication, scaling up), including external and GEF project contributions to this change and potential barriers</li> <li>• Unintended impacts</li> </ul>

The evaluation criteria are rated against the scales provided in Annex 2 of the ToR (rating tables included in this report in Annex 5). Outcomes, the performance of implementing and executing agencies, M&E design and implementation, and environmental and social safeguards are rated against a six-point scale ranging from highly satisfactory to highly unsatisfactory. Sustainability is rated against a four-point scale from Likely to Unlikely.

## 1.4 Limitations

### **Not all stakeholders identified at inception report stage could ultimately be interviewed**

Some of them were unavailable, could not be reached due to erroneous contact details, or simply did not answer multiple requests via multiple channels. The team tried as much as possible to obtain alternative interviewees. In particular, **the National Project Director** could not be reached despite the evaluators' best efforts and CI-GEF's intervention. Furthermore, the Evaluation team had planned to conduct focus groups with stakeholders having received trainings from the CBIT project. However, the national consultant could not accommodate for the differing availabilities and had to resort to conducting individual interviews.

Finally, the financial and quarterly activity reports were only available up to and including June 2023.

## 1.5 Structure of the evaluation report

The **next section** of the report provides a **brief description of the project** and the development context. **Section 3** of the report presents the evaluation's **findings**, structured along the different sections identified in the evaluation report outline provided in Annex 1 of the ToRs. First, the relevance, effectiveness, efficiency, sustainability, and impact of the CBIT project are evaluated. Then, M&E design and implementation, as well as the performance of the implementation and execution agencies are assessed. Finally, Environmental and Social Safeguards, the integration of Gender considerations, Stakeholder Engagement and project accountability are evaluated. **Section 4** presents the **conclusion and lessons learned** as well as specific and actionable **recommendations** for future project and portfolio design.

## 2 PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT

### 2.1 Project description

The project is structured around three articulated components:

- **Component 1:** Strengthen institutional arrangements, national policies and measures and coordination within national institutions and all relevant sectors to meet transparency requirements of the Paris Agreement.
  - o **Outcome 1.1:** Institutional arrangements to meet the transparency requirements of the Paris Agreement assessed and recommendations developed
  - o **Outcome 1.2.:** Policies, strategies and programs that enhance climate accounting transparency are developed and deployed through a collaborative process between the National Bureau on Climate Change Coordination and all relevant stakeholders (Parliament, Ministries, other relevant stakeholders)
  - o **Outcome 1.3.:** Guidelines and policies for the implementation of transparency-related activities developed, such as for calculating baselines and references levels for all emissions and removals and for developing MRV frameworks and institutional infrastructures.
- **Component 2:** Address key technology gaps for monitoring GHG emissions and results of climate interventions through the development and dissemination of relevant Tools.
  - o **Outcome 2.1.:** Transparent management system developed to monitor GHG emissions and removals associated with NDC related activities.
  - o **Outcome 2.2.:** Existing MRV initiatives used a basis for building national MRV frameworks.
- **Component 3:** Capacity building for relevant national agencies and stakeholders on transparency activities.
  - o **Outcome 3.1.:** Key stakeholders trained on the new domestic Measuring, Reporting and Verification (MRV) systems, NCs and BTRs, procedures for tracking nationally determined contributions (NDCs), enhancement of greenhouse gas (GHG) inventories and economic and emissions projections.
  - o **Outcome 3.2.:** National Committee on Climate Change (CNCC) strengthened to ensure collaboration and strategic implementation.

Key stages in project development and approval are captured in Table 2.

Table 2: Key stages in project development and approval

Key stages in project development	Date
PIF	31 October 2017
PPG approval	28 March 2018
Endorsement request	25 March 2019
Project document	26 April 2019
Approved for implementation	24 June 2019
Project start date	1 July 2019
Inception workshop	16 September 2019
Terminal Evaluation	30 September 2024
Project end date	28 February 2025

## 2.2 Project rationale and Theory of Change

### 2.2.1 Project rationale

Madagascar is party to the UNFCCC and signed the Paris Agreement in April 2016. Article 13 of the Paris Agreement established what is known as the Enhanced Transparency Framework (ETF) the purpose of which is to provide a clear understanding of climate change action. The ETF requires Parties to regularly produce two types of information: a national inventory report of anthropogenic GHG sources and removals by sinks and information necessary to track progress made in implementing and achieving NDCs.

At the time of the project design, Madagascar encountered several challenges to comply with its reporting obligations under Article 13 of the Paris Agreement. Some of the main identified challenges identified in the ProDoc include:

- Weak institutional infrastructure for coordinating sectoral activities and data monitoring;
- Technology gaps including insufficient equipment and tools leading to unreliable and poor quality data. This results to uncertainty regarding accuracy, consistency and reliability of the reported GHG inventories;
- In-adequate technical capacity on methodological assessment of climate change e.g., calculating GHG emissions, quality control / quality assurance, identification of mitigation options, vulnerability assessments and climate risk identification and prioritization of adaptation options, etc.
- In-adequate technical capacity of sectoral experts to adequately measure, report and verify GHG emissions.

Wishing to address these barriers and comply with Article 13, Madagascar, as a non-Annex 1 country, applied for support under the Capacity-Building Initiative for Transparency (CBIT) budget line of the Global Environment Facility's overall support to developing countries in building their institutional and technical capacities to meet the requirements of the ETF.

### 2.2.2 Theory of change

The project's results framework was clearly articulated around three components setting out the overall logic of intervention and contributing to achieving the **project objective** "*Building and strengthening Madagascar's national capacity to implement the transparency elements of the Paris Agreement*", in line with Madagascar's Nationally Determined Contributions (NDCs) while addressing the six barriers identified in the ProDoc.

Six **barriers** were identified:

1. Institutional and policy coordination/cooperation arrangements.
2. Issues of data inadequacy, availability and accessibility.
3. Methodological and technological issues.
4. Inadequate technical capacity to measure, track and report transparency activities.
5. Lack of sectoral monitoring systems.
6. Lack of awareness and/or information concerning the Paris Agreement, climate change and NDCs.

To help lower these barriers and achieve the main objective, the project implemented a mix of interventions that targeted i) the development of strategic recommendations and sectoral

regulations to facilitate the mainstreaming of climate change actions and accountability accordingly to the Paris Agreement Transparency Framework, ii) improving data collection, management and MRV frameworks at national and sectoral level, and iii) enhancing personal and institutional methodological capacities for MRV, and management and upkeep of inventories within and across government departments/sectors.

**The ProDoc clearly explains how the proposed project intervention logic is to tackle the barriers.** Component 1 addresses barriers 1, 2 and 3 by providing assessments of existing institutional arrangements and existing legal/strategic initiatives in all sectors, providing recommendation on how to strengthen them and by contributing to the elaboration of the NDC implementation plan, as well as by devising methodological tools for GHG emissions calculations. Component 2 targets barriers 2,3,5 and 6 by contributing to the creation of the tools required to be able to transparently report on the country’s emissions reduction efforts, establishing Madagascar-specific emission factors and by creating a collated MRV system for all eight sectors targeted by the NDC and thereby allowing for sectoral monitoring. Finally, component 3 addresses barriers 3, 4 and 6 by providing training on the ETF to the relevant stakeholders, equipping sectoral departments with the appropriate technological tools to undertake ETF requirements and by strengthening the CNCC and raising awareness on climate change. As for barrier 6 regarding a lack of awareness, it addressed in a transversal manner throughout all project components by involving all the relevant stakeholders simultaneously raising awareness on the Paris Agreement, climate change and Madagascar’s NDC.

**The project objective (Sphere of Control) was to be achieved through seven interlinked outcomes**, each broken down, according to logical reasoning, into different outputs (see Table 3) that cumulatively allow reaching the expected result.

Table 3: Overview of the project’s outcomes and outputs

Outcomes	Outputs
<b>Outcome 1.1:</b> Institutional arrangements to meet the transparency requirements of the Paris Agreement assessed and recommendations developed	<b>Output 1.1.1.:</b> Assessment of the current institutional arrangements to meet the transparency requirements of the Paris Agreement
<b>Outcome 1.2:</b> Policies, strategies and programs that enhance climate accounting transparency are developed and deployed through a collaborative process between the National Bureau on Climate Change Coordination and all relevant stakeholders	<p><b>Output 1.2.1:</b> Mapping of current baseline and reporting related to all sectors conducted</p> <p><b>Output 1.2.2:</b> Recommendations for policies, strategies and programs to implement the transparency elements of the Paris Agreement developed</p> <p><b>Output 1.2.3:</b> NDC implementation plans and policies that reflect recommendations in line with on-going monitoring and reporting systems developed and deployed</p>
<b>Outcome 1.3:</b> Guidelines policies for the implementation of transparency-related activities developed such as for calculating baselines and references levels for all emissions and removals and for developing MRV frameworks and institutional infrastructures	<p><b>Output 1.3.1:</b> Guidelines and methodologies for the calculation of baselines and reference levels are developed and adapted to the national context</p> <p><b>Output 1.3.2.:</b> Recommendations from each sector incorporated in policies guiding climate action developed</p>

<p><b>Outcome 2.1.:</b> Transparent management system developed to monitor GHG emissions and removals associated with NDC related activities</p>	<p><b>Output 2.1.1.:</b> Web portal for managing all NDC transparency information and data, including publicly accessible information developed</p> <p><b>Output 2.1.2.:</b> NDC transparency information and data made available for the Global Coordination Platform</p> <p><b>Output 2.1.3.:</b> Metadata system on data sources, origin, calculations developed, made public and updated quarterly</p> <p><b>Output 2.1.4.:</b> Specific emission factors for Madagascar established</p>
<p><b>Outcome 2.2.:</b> Existing initiatives used as basis for building national MRV frameworks.</p>	<p><b>Output 2.2.1.:</b> Lessons learned from relevant initiatives including REDD+/BNCCC and Electricity/Energy work compiled and analyzed to build a national, NDC-wide system</p> <p><b>Output 2.2.2.:</b> BNC REDD+/BNCCC MRV system for national wide reporting launched</p>
<p><b>Outcome 3.1</b> Key stakeholders trained on the new domestic Measuring, Reporting and Verification (MRV) systems, NatComs and BURs, procedures for tracking nationally determined contributions (NDCs), enhancement of greenhouse gas (GHG) inventories and economic and emissions projections</p>	<p><b>Output 3.1.1</b> Training of Trainers modules and workshops to support long-term sustainability of training efforts developed and launched</p> <p><b>Output 3.1.2</b> Equipment and software needed to produce documents (NatComs, BTR etc.) purchased and installed for each of the eight sectoral department</p>
<p><b>Outcome 3.2:</b> National Committee on Climate Change (CNCC) strengthened to ensure collaboration and strategic implementation</p>	<p><b>Output 3.2.1:</b> Members of the National Committee on Climate Change trained on climate change transparency and reporting</p>

Through both the project and other initiatives, Medium-Term Outcomes can be identified (Sphere of Influence of the project). These **Medium-Term Outcomes** can be defined as:

- **MTO 1:** More openness in addressing climate change issues and information exchanges between government agencies and non-state actors foster inclusive and integrated development, as well as gender mainstreaming in Madagascar's transparency agenda.
- **MTO 2:** Progress towards CDN targets is effectively monitored and uses up-to-date data at MRV systems
- **MTO 3:** The Malagasy population is more climate resilient and has effective coping strategies due to data-based decision-making and increased reporting
- **MTO 4:** Widespread behavioral change occurs at national, sectoral and local level in favor of reduction of GHG emissions and transparent reporting on these

**The ProDoc did not identify or state an explicit Theory of Change (ToC).** Based on the available documentation and data collected during the TE, the **following ToC can be developed:** *'If Madagascar has the strategic, legislative and regulatory instruments to facilitate the mainstreaming of climate change actions and accountability accordingly to the Paris Agreement Transparency Framework, and improved data collection, management and MRV frameworks at national and sectoral level, as well as matching personal and institutional methodological capacities for the management and upkeep of inventories and frameworks, the country will be able*

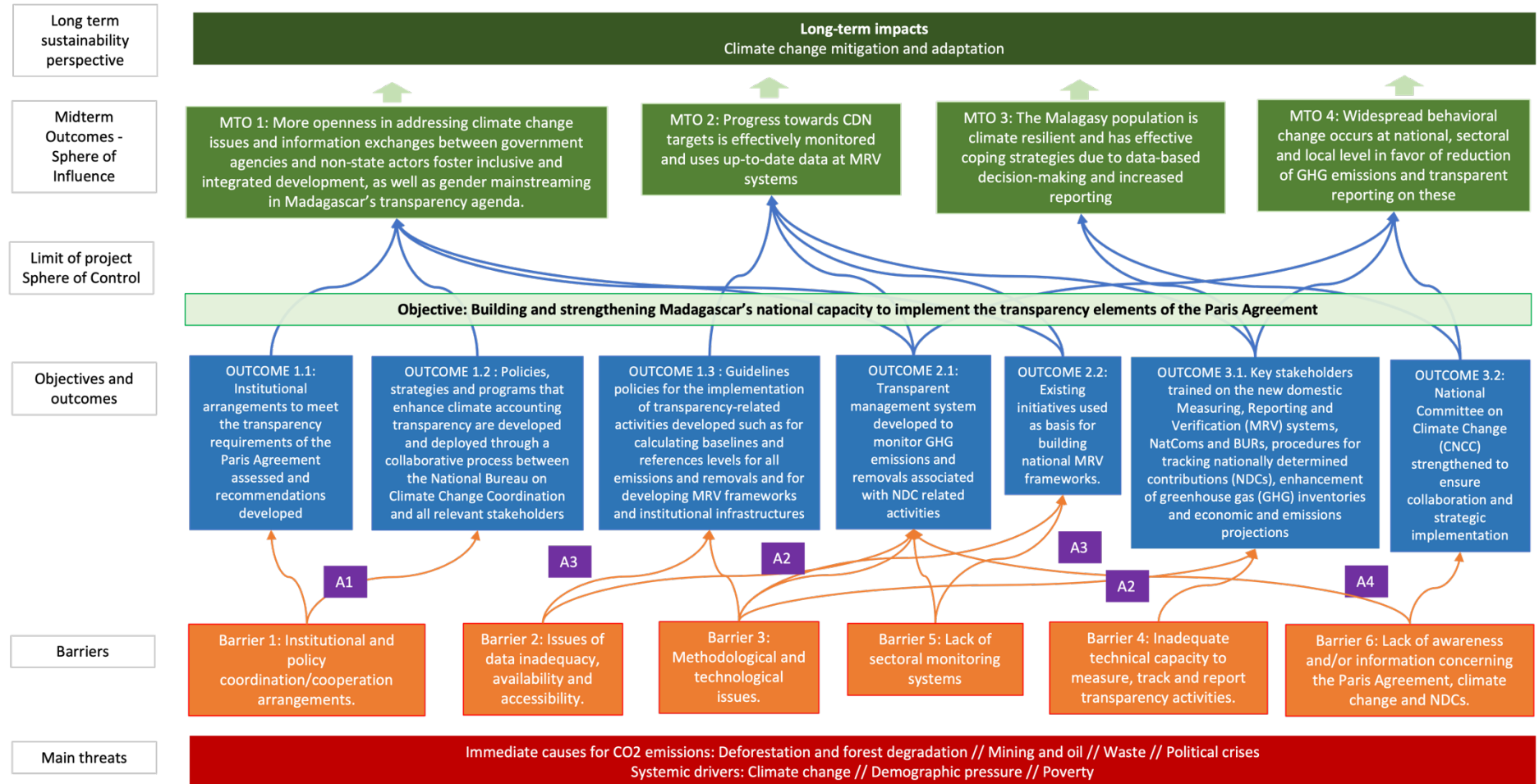
*to track its progress towards NDC commitments and fulfill the transparency requirements under the Paris Agreement’.*

Figure 1 depicts the logical flow and causal links between the threats, barriers, outcomes, objective and medium- and long-term impacts. The **following assumptions can be reconstructed:**

- **A1.** The political will and momentum for GHG reporting as a crosscutting goal across sectoral policies and programs at national level Madagascar remains, as well as political support/enabling environment for investing in the upkeep of the systems
- **A2.** Relevant governmental stakeholders in all eight sectors identified in Madagascar’s NDC are actively willing to support the establishment of sectoral MRV systems and are willing to identify and allocate dedicated staff and staff time to the monitoring and reporting of NDC targets and GHG emissions
- **A3.** Private sector actors are capable of collecting their GHG emissions and willing to communicate them with government bodies.
- **A4.** Local authorities, and communities take an interest in and advocate for reducing GHG emission sources

Interviews with project stakeholders within the PMU and sectoral ministries revealed that they found the project outputs to be well defined and without any overlaps which attests to the logical integration of project outcomes, outputs and activities.

Figure 1: ToC





## 3 FINDINGS

### 3.1 Assessment of project results

#### 3.1.1 Relevance

**The project is highly relevant in the global context as it aims at operationalizing the commitment of the government of Madagascar as a signatory to the Paris Agreement.**

**The CBIT Madagascar project contributes to the GEF-6 Climate Change Mitigation focal area strategy**, and more specifically, to its third objective: “foster enabling conditions for mainstreaming mitigation concerns into sustainable development strategies”. As per paragraph 85 of the COP decision adopting the Paris Agreement cited in the GEF-6 programming directions document, CBIT projects should aim to:

- Strengthen national institutions for transparency-related activities in line with national priorities;
- Provide relevant tools, training and assistance for meeting the provisions stipulated in Article 13 of the Paris Agreement (ETF);
- And to assist in the improvement of transparency over time.

The CBIT Madagascar project outcomes are fully aligned with these objectives. In addition, GEF-6 programming directions for delivering objective 3 of the GEF-6 Climate Change Mitigation focal area advocates for projects supporting NDC preparation, which the CBIT Madagascar project did in spite of it not being originally planned in the ProDoc.

**The CBIT Madagascar project is aligned with CI priorities and strategies.** Climate stabilization is one of CI’s core priorities, under which CI supports initiatives that both help cut GHG emissions and support climate vulnerable communities adapt to the impacts of climate change. CI’s strategy fundamentally rests on a close collaboration with governments and the private sector and aligns with the CBIT Madagascar project’s approach during both the design and implementation. The project was also consistent with the CI-GEF agency’s aim to develop inclusive and country-driven projects as evidenced by the Agency’s flexibility in amending the result framework during implementation to best cater to the emerging needs and priorities of the Malagasy government.

Although climate action transparency, the NDC or the Paris Agreement are not an explicit focus of CI Madagascar’s 2018-2022 strategy, the CBIT Madagascar project contributes to strategic axis objective 1.2. “Support the development of political strategies favorable to conservation and the fight against climate change” by ensuring that national and international policies and strategies are effectively being implemented, and strategic objective 3.2. relative to strengthening the basis for the sustainability of conservation and climate change actions.

**The CBIT Madagascar project is aligned with the priorities set by national strategies and policies in Madagascar.** According to minutes from the first PSC, the project intervention logic was constructed with a systematic eye on national documents, policies and strategies. A review of the relevant national policies suggests that the CBIT Madagascar project contributes to the State General Policy (PGE), the National Development Plan (PND), the first two strategic axis of the National Policy on Climate Change (PNLCC) and is consistent with the National Adaptation Plan (NAP), as well as some sectoral policies including Madagascar Energy Policy (2015-2030), which

sets the mitigation objectives laid out in the NDC, and the Downstream Oil Sector Policy Letter (LPSPA).

**The project's design was appropriate and consistent with the needs at national level in Madagascar.** The issues that were identified in the ProDoc as hindering the country's compliance with the ETF were drawn from the National Communications that had been submitted by Madagascar at the time of the PPG. This CBIT project was hence aligned with the needs in terms of transparency identified by the Malagasy government itself. Furthermore, prior to the project, sectoral ministries had not mainstreamed climate change into their sectoral policies, a gap the project addressed under Component 1. All stakeholders interviewed during the TE found the project's objective, outcomes, and activities to be highly relevant and the design appropriate.

#### Conclusion on relevance

The CBIT Madagascar project is well aligned with national priorities and is contributing towards the enhancement of climate transparency at the global level in line with international and national commitments under the Paris Agreement. Project outcomes are consistent with GEF-6 strategic programming as well as with CI strategy.

The project design was appropriate and reflected the identified priorities at national and global level.

Based on the above assessment, the evaluators rate the project's relevance as **Highly Satisfactory (HS)**.

### 3.1.2 Coherence

The ProDoc identified several GEF and non-GEF projects deemed to relate to the CBIT Madagascar (Table 9 in ProDoc). Although some of these projects are not directly related to the components of the CBIT Madagascar project, most of them do seem to provide opportunities for coordination, cooperation and synergies.

Even though the evaluators did not find evidence that active coordination or collaboration with these projects was achieved during implementation, annual PIRs mentioned that the project was constantly looking for ongoing transparency initiatives albeit not making it explicit whether or how initiatives were de facto identified.

**According to PIR2020, a partnership was explored with the AFD funded Adapt'Action program.** The program was to conduct a study of the financial, technical and human resources available to host the national MRV system in Madagascar. According to the PIR, a meeting between the CBIT Madagascar executing agencies, and the international consultants hired by Adapt'Action (Ramboll and Biotope) was organized to coordinate both projects and avoid overlaps. **In addition, one interviewee revealed that the CBIT Madagascar collaborated with a UNDP-funded project** on the development of the long-term national low carbon strategy to update the country's NDC, but the interviewee did not recall more details than that they participated in a workshop organized by the UNDP project. In addition, CI-GEF supported the establishment of links between the CBIT project in Rwanda and that in Madagascar to collaborate on the organization of a side even during COP27.

### 3.1.3 Effectiveness

#### 3.1.3.1 Project progress towards outputs and outcomes

The project has achieved most of its outcomes and targets and has surpassed some of them.

**There have been changes to the results framework after the start of project implementation which reflect changes in national priorities** (Table 4). All of these stemmed from discussions conducted between project staff and the National Focal Point during project implementation and as documented in the PIRs.

Table 4: Overview of changes to the Results Framework

Outcome or output	In ProDoc	Revisions during project
<b>Outcome 1.3.2.</b>	<u>Indicator:</u> Number of protocols for data collection, processing, and transfer developed for each of the following sectors: <b>AFOLU, Energy, Waste, and Industrial processes</b>	<u>Indicator</u> Number of protocols for data collection, processing, and transfer developed for each of the following sectors: <b>Adaptation: Water resources, Agriculture, public health, coastal zones, Forestry, and biodiversity.</b>  <i>Note: The mitigation sectors AFOLU, Energy, IPPU and Waste were addressed under Output 2.1.4.</i>
<b>Output 1.2.3.</b>	<u>Activities:</u>	<u>Extra activity:</u> it was decided that the project would not only contribute to the elaboration of the NDC implementation plan but would also support the Malagasy government in updating the country's NDC.
<b>Output 1.3.1.</b>	<u>Target:</u> At least 4 methodological guidelines for AFOLU, Energy, IPPU, and waste developed	<u>Target:</u> 6 methodological guidelines for sectoral adaptation actions developed for Coastal Zones, public health, infrastructure, Agriculture, Forest and Biodiversity and Water.  <i>Note: The mitigation sectors AFOLU, Energy, IPPU and Waste were addressed under Output 2.1.4.</i>
<b>Output 1.3.2.</b>	<u>Activity:</u> development of eight sectoral climate change policies	<u>Extra activity:</u> developing Madagascar's first gender and climate change strategy

<b>Output 2.1.3.</b>		include the preparation of the greenhouse gas inventory (GHGI) for the Public Health Sector
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The updated RF of the project identifies **five (5) indicators at project objective level and eleven (11) indicators at outcome level**. Baselines were identified for all outcome indicators in the Results Framework presented in the ProDoc, but not for the objective level indicators. However, baselines for these can be deducted from the Project Results Monitoring Plan (Appendix III in the ProDoc). The evaluators took these for the assessment of the progress for objective level indicators. The evaluators note that three Objective level indicators overlap partially or entirely with outcome indicators.

- Objective Indicator c partially overlaps with outcome indicator 2.2.1. The evaluators assessed this indicator only at objective level being the most comprehensive indicator of the two.
- Objective indicator d is the same as Outcome indicator 2.1.1. The evaluators assessed this indicator at Objective level only.
- Objective indicator e overlaps partly with Outcome indicators 3.1.1 and 3.1.2. The evaluators assessed this indicator only at Outcome levels as these were more precise.

The progress towards all results is shown in Table 5 below. Taking the above into account, **four (4) indicators were assessed at objective level and nine (9) indicators at outcome level**.

**The achievement of objective level indicators is Satisfactory for two indicators, and Highly Satisfactory for the other two. At outcome level, the overall achievement is Satisfactory.** The achievement of targets was Highly Satisfactory for all targets under component 1. The achievement of targets under component 2 was moderately unsatisfactory for one of the three remaining indicators, and highly satisfactory for the other two. Under component 3, achievement was moderately satisfactory for one target, and moderately unsatisfactory for the other target.

Interviewees expressed their appreciation for the areas where the project surpassed the target, particularly with respect to the addition and achievement of the updating of the NDC and the development of the Gender and Climate Change Strategy.

Table 5: Summary of the progress made towards achieving project objective and outcomes

Description of indicator	Baseline 2020	End of project target	Status at TE (Based on PIRs)	Rating	Rating justification
<b>PROJECT OBJECTIVE: BUILDING AND STRENGTHENING MADAGASCAR'S NATIONAL CAPACITY TO IMPLEMENT THE TRANSPARENCY ELEMENTS OF THE PARIS AGREEMENT</b>					
Number of operational plans for NDC implementation and monitoring developed	No operational plans for NDC implementation and monitoring		Madagascar's NDC was updated 1 NDC implementation and monitoring plan was developed Both documents were validated by representatives of each sector and the MEDD and by the Council of Ministers and the Government Council in November 2022 An executive summary of Madagascar's second NDC was developed for policy-makers	<b>HS</b>	Updating the NDC was not planned at the design stage and this output was added during implementation based on discussions with the MEDD.
Number of sectoral policies for each sector included in the updated NDC	Only Agriculture and Public Health have climate change policies/strategies for adaptation and mitigation, and these do not include transparency framework elements		8 climate change sectoral policies developed (for all sectors in the NDC) 1 gender and climate change strategy developed	<b>HS</b>	An additional gender and climate change strategy was developed which was not planned in the ProDoc and added during implementation.
Number of sectoral monitoring systems - national MRV frameworks and sectoral MRV frameworks established for each NDC sector	No national and sectoral carbon registries No climate change metadata systems for sectors listed in the NDC and in NC		1 national MRV system was developed 5 sectoral MRV systems: energy, AFOLU, industrial processes, waste, transportation  Regarding the launch of the MRV: - Training has been carried out for the sectors concerned, namely Industrial Processes, Agriculture and livestock, Forestry, Energy, Transport and Waste sectors. - The launch will only focus on the GHGI. - A powerful server was purchased for the national MRV system, and IT equipment at sector level was configured to access the server located at BNCCC office. Computer networking is completed. The sectors received a short training on how to access the	<b>S</b>	1 national MRV system and 5 sectoral MRV systems have been developed at this point although the project targeted 8 sectors. It is not likely that all 3 remaining sectoral MRV systems will be completed by the end of project implementation.  Furthermore, it is unlikely that the data collection process will be completed by the end of project implementation and therefore that the MRV systems will be operational.  The GHG inventory for the mitigation sectors will be done as part of the BUR and national communication. Finally, only the GHGI of the

			server. And additional training was planned for the first quarter of FY24 to build the stakeholders capacity to enter data on the MRV system.		public health sector will be done as part of the project.
Web portal of climate actions established	No transparent management systems at national level to ensure information sharing on climate change		1 web portal was established	S	A web portal has indeed been established. However, it is incomplete in comparison to what is purported to include according to the ProDoc (see section 3.7.5).
Number of key stakeholders trained, and persons involved in decision making processes trained	Three national experts per sector trained for the development of NC CNCC members do not have the required capacity		192 key stakeholders trained (80 women and 112 men) including 13 CNCC members (9 women and 4 men)		The indicator combines results from outcome 3.1.1. and 3.2.1. and these will be assessed there.
<b>Component 1: STRENGTHEN INSTITUTIONAL ARRANGEMENTS, NATIONAL POLICIES AND MEASURES AND COORDINATION WITHIN NATIONAL INSTITUTIONS AND ALL RELEVANT SECTORS TO MEET TRANSPARENCY REQUIREMENTS OF THE PARIS AGREEMENT</b>					
<b>Outcome 1.1 Institutional arrangements to meet the transparency requirements of the Paris Agreement assessed and recommendations developed</b>					
Number of recommendations for strengthening institutional arrangements developed	0	One report with recommendations for strengthening institutional arrangements to meet the transparency requirements of the Paris Agreement (with recommendations related to - among others - coordination, financing, regulatory frameworks)	41 recommendations in total, across 8 sectoral policy briefs	HS	The result was combined with the below.

Outcome 1.2 Policies, strategies and programs that enhance climate accounting transparency are developed and deployed through a collaborative process between the National Bureau on Climate Change Coordination and all relevant stakeholders (Parliament, Ministries, other relevant stakeholders)					
Number of sectors that deploy recommendations for policies, strategies and programs that enhance climate accounting transparency for the Paris Agreement	0	Recommendations for policies, strategies and programs that enhance climate accounting are deployed for each of the eight NDC sectors	8 policy briefs with recommendations were developed, one for each 8 NDC sectors. These are the same policy briefs as above.	HS	A Policy brief capturing at least 4 recommendations for each of the eight NDC sectors to implement the transparency elements of the Paris Agreement (PA). These were: 1) recommendations for raising awareness and sensitization of stakeholders concerned by the NDC, on climate change 2) recommendations for policymakers on improving the institutional arrangement for PA transparency reporting and 3) recommendations for improving sectoral data management policies and reporting mechanisms that consider transparency for each of the 8 NDC sectors. 4) Strategic recommendations on the funding of actions and support, quality assurance, and validation procedures for the eight NDC sectors. Additional recommendations were provided in FY23
Outcome 1.3.: Guidelines policies for the implementation of transparency-related activities developed such as for calculating baselines and references levels for all emissions and removals and for developing MRV frameworks and institutional infrastructures					
Number of climate change sectoral policies updated or developed considering the monitoring guidelines for the Transparency framework elements	2, without Transparency Framework elements	At least one climate change policy for each of the 8 sectors developed or updated	8 climate change sectoral policies developed 1 gender and climate change strategy developed	HS	Climate change sectoral policies were developed for all 8 sectors identified in the NDC and an additional gender and climate change strategy was developed which was not planned in the ProDoc and added during implementation.
Number of protocols for data collection, processing and	high level of uncertainty in the estimation of emission levels.	At least one protocol for data collection, processing and transfer developed	5 protocols for data collection for the following adaptation sectors: water resources, agriculture, public health, coastal zones, forestry and biodiversity developed	HS	The project developed a data collection protocol for all five targeted adaptation sectors. The mitigation sectors were addressed under Output 2.1.4.

transfer developed for each of the following sectors: Adaptation: water resources, agriculture, public health, coastal zones, forestry and biodiversity	No country-specific methodological guidelines for calculating emissions and emission reductions at the sector and sub-sector level including emission factors. Lack of protocols for data collection, processing and transfer for effective sectoral monitoring systems	for each of the following sectors: water resources, agriculture, public health, coastal zones, forestry and biodiversity	In the ProDoc this outcome focused on four mitigation sectors, it was modified during implementation to focus instead on five mitigation sectors. The initial mitigation sectors were addressed by output 2.1.4.		
<b>Component 2: ADDRESS KEY TECHNOLOGICAL GAPS FOR MONITORING GHG EMISSIONS AND RESULTS OF CLIMATE INTERVENTIONS THROUGH THE DEVELOPMENT AND DISSEMINATION OF RELEVANT TOOLS</b>					
<b>Outcome 2.1.: Transparent management system developed to monitor GHG emissions and removals associated with NDC related activities</b>					
Number of transparent management systems established	No transparent management systems at national level to ensure information sharing on climate change	One database management system developed to collect GHG emissions and removals and mitigation and adaptation activities related to the NDC	1 web portal developed and updated Training on use of web portal was held		Indicator assessed at Objective level.
Number of sectoral carbon registries in place	No national and sectoral carbon registries to address accounting needs	One national carbon registry and at least 4 sectoral carbon registries adjusted, expanded and incorporated into web portal	Development of national and sectoral carbon registries completed and templates available.  Publication of sectoral and national carbon registries will be considered under CBIT II.	<b>MU</b>	Only the GHGI for the public health sector will be done under the project. Sectoral Green House Gas Inventory (GHGI) for the Public Health Sector was conducted in June FY23. GHGI for the attenuation sectors (energy, transportation, agriculture, waste, AFOLU) will be done under the Biennial Update Report as recommended by Climate Change Focal Point.
Number of mitigation sectors with specific emission factors	Utilization of non-specific emission factors or "default" values for the calculation of national GHG	At least four sectors with specific emission factors reflecting national circumstances	143 specific emission factors established for 5 mitigation sectors: AFOLU, energy waste, transportation and industry	<b>HS</b>	Surpassed target



Number of climate change metadata systems for sectors listed in NDC and in national communications	No climate change metadata systems for sectors listed in NDC and in national communications	Seven Operational metadata systems developed for mitigation sectors listed in NDC and national communications and operational metadata systems for adaptation sectors	10 meta data systems developed, of which one for each NDC sector, and improved by considering new categories.	HS	Surpassed target by 43%
<b>Outcome 2.2.: Existing initiatives used as basis for building national MRV frameworks.</b>					
Number of national MRV frameworks developed	Currently MRV systems have only been developed for REDD-plus and electricity subsector but no national MRV framework exists	1 national MRV framework developed	1 national MRV system developed 5 sectoral MRV systems for the following subsectors: electricity, rice cultivation and forestry, transportation and lime production  However, the MRV system is not yet operational as no data collection has been conducted so far.		Assessed at objective level
<b>Component 3: CAPACITY BUILDING FOR RELEVANT NATIONAL AGENCIES AND STAKEHOLDERS ON TRANSPARENCY ACTIVITIES</b>					
<b>Outcome 3.1 Key stakeholders trained on the new domestic Measuring, Reporting and Verification (MRV) systems, NatComs and BURs, procedures for tracking nationally determined contributions (NDCs), enhancement of greenhouse gas (GHG) inventories and economic and emissions projections</b>					
Number of key stakeholders trained on the use of climate action monitoring tools	Three national experts per sector trained for the development of National Communications.	At least 58 ministerial staff + relevant stakeholders (including CSOs, private sector, universities; 28 men, 30 women), 22 Regional Focal Points and BNCCC staff (2 men, 3 women) trained to effectively monitor activities and report toward key climate targets.	192 key stakeholders trained (80 women and 112 men) 12 national experts from mitigation sectors (4 women and 8 men) 103 stakeholders (41 women and 62 men) trained on equipment and 2006 IPCC software  2 trainings of trainers sessions took place (10 days each)	MS	In terms of number, the project surpassed its initial target. However, interviews conducted with trainees suggested that trainings were insufficient to master the use of the climate action monitoring tools. The TE suggests that the trainings were too theoretical

		<p>At least 12 trainers (6 men + 6 women) trained to support long-term climate monitoring sustainability.</p> <p>At least 25 relevant ministerial technicians (13 women, 12 men) + 5 BNCCC staff (2 women, 3 men) trained in operations/maintenance of equipment during one training workshop session.</p>			
<b>Outcome 3.2. National Committee on Climate Change (CNCC) strengthened to ensure collaboration and strategic implementation</b>					
National Committee on Climate Change (CNCC) strengthened to ensure collaboration and strategic implementation	CNCC members do not have required capacity to ensure their role in national climate report validation processes and to strengthening climate change mainstreaming into sectoral policies, programmes and actions.	At least 40 CNCC members (19 men, 21 women) trained on climate change monitoring and on Paris Agreement Transparency requirements	13 CNCC members (9 women and 4 men) were trained	<b>MU</b>	Below target. However, it is important to note that the updated list of the CNCC comprised 33 people.

In terms of the **quality of the outputs and outcomes achieved:**

- Data collected during interviews suggests that some of the deliverables delivered by consultants were not grounded in empirical evidence or the consultant's own analysis of the specific contexts of the sectoral ministries, but instead relied too heavily on literature reviews.
- Despite the difficulties faced by the project in procuring qualified consultants (see below), **the quality of outputs was ensured by the BNCCC's involvement in the project and the additional efforts it made in supporting consultants.** The BNCCC indeed required consultants to provide a presentation prior to sending deliverables to CI-GEF to monitor quality and give recommendations for further improvements if need be.
- **192 people were trained** and interviews with trainees revealed **mixed results.** The data collected during the TE also suggests that the trainings were too theoretical. Some trainees felt the trainings were useful for acquiring new skills, others found them insufficient to be able to master the tools and/or methods introduced.
- The TE interviews also suggest **mixed results in terms of information retention by trainees.** This may be because relatively few sectoral ministries seem to have consistently delegated the same individuals to consecutive training sessions, leading to a scattering of information across individuals, rather than a deep learning and appropriation by a consistent group of staff. Evidence suggests that one mitigation strategy is to train younger staff members with a rather technical profile, as they seem to be less subjected to staff turnover. Training of trainers also has good potential to mitigate this challenge, if implemented effectively.
- With respect to the **ToT trainings**, given the time constraint and to give the same opportunity to participants, trainings of ministerial staff, relevant stakeholders, BNCC staff and trainers were combined. Several of the interviewed trainees complained however that the trainings provided by the project did not prepare them well to train their colleagues.
- With respect to the depth of absorption of knowledge and skills provided by the project: **interviews conducted during TE suggest that female participants, and those sectors/ministries that had female lead teams involved in the trainings may have performed better in terms of implementing acquired skills, internal training and training of colleagues, and overall retention of information.** One female team lead mentioned that 'women often lead discussions during workshops and various activities' and that 'the GHG inventory was a document accessible by everyone in her unit, meaning that if team members change or new team members join, the team will still be able to pass on the information to the new staff to ensure the continuation of activities'. She also mentioned that even though the project did not necessarily provide sufficient means, she made sure all her team members were present at the inventory field work activities 'so there is less risk that information will be lost forever'. Another interviewee mentioned that she found the female participants to be very engaged at the trainings she attended. The project lead mentioned that women were particularly keen on being involved in the drafting of the Gender and Climate Change strategy. This important finding has implications for the gender strategy of the project, and potentially all CBIT projects, and is further discussed in section 3.6.1.

### 3.1.3.2 Progress towards achieving the targets set out in the GEF Tracking Tool and the GEF core indicators

**The ProDoc did not identify GEF Core Indicators. However, the project reported on Indicator 11, and more specifically the direct beneficiaries disaggregated by gender, from the PIR 2021 onwards.** Objective level indicator e, and outcome indicators 3.1.1. and 3.2.1. also capture the direct beneficiaries of the project. The evaluators propose that indirect beneficiaries can be estimated to be the entire Malagasy population. In terms of absolute numbers of direct beneficiaries reached the project performed to a highly satisfactory level.

The ProDoc identified two quantitative GEF tracking tool indicators and three qualitative ones. However, the excel file provided to the Evaluation Team is erroneous and seems to be combining information from CBIT projects in Madagascar and Kenya, making it hence not possible to assess progress on the Tracking Tool indicator.

In the PIR2023, the only populated GEF Core Indicator is n°11 on the number of direct beneficiaries disaggregated by gender as co-benefit of GEF investment. At CEO endorsement, the target for women direct beneficiaries was 72 (32% below target), while the PIR reported 49 as of June 2023, as for men, the target was 68 while 71 were achieved (4% above target).

### 3.1.3.3 Enabling factors and barriers

**Several factors were highly conducive to the achievement of project results:**

- the **good relationship between CI and the BNCCC** stemming from the good performance of the CI/GEF Conservation and Sustainable Use of Biological Diversity in the Northwestern Landscape (Boeny region) project<sup>2</sup> in Madagascar allowed for a smooth cooperation between Implementing and Executing Agency.
- Interviews with CI Madagascar also revealed **the instrumental nature of having BNCCC as executing partner** in moving the project along due to its privileged and trusted relationship with other ministries as well as its technical knowledge, which it employed in providing extra support to consultants to produce quality deliverables as well as to ensure ministerial approval. For instance, during the updating of the NDC, the initially requested the inclusion of additional sections in the NDC. The BNCCC was for example instrumental in clarifying NDC document objectives and typical content to the incoming minister and general secretary facilitating the smooth finalization of the updating process. PMU members also revealed the crucial role of the BNCCC in facilitating meetings with the incoming ministers to present and explain the project, minimizing the loss of understanding of the project at this level.
- Project results and interviews testify to the **good cooperation and involvement of sectoral ministries**. They collaborated with the multiple consultants that may have asked them similar questions and data.

Progress towards expected outputs and outcomes has been **hindered by several external factors:**

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<sup>2</sup> GEF ID: 9606

- A large number of project activities required contracting of international and national consultants with expertise in climate transparency and fluency in French. The PMU faced **difficulties identifying qualified national consultants** in Madagascar. In addition, international consultants' availability and mobility was restricted due to travel restrictions associated with the COVID-19 pandemic. Tenders had to be relaunched due to the lack of application, or due to the insufficient quality of the ones submitted.
- **The COVID-19 pandemic** created further difficulties in terms of GHG data collection within each ministry, bringing together consultants and stakeholders for trainings and exercises, and organizing validation workshops. Restriction of movement further limited stakeholder engagement and caused substantial delays in decision-making by the Government.
- **Stakeholders' unavailability** between November and January 2022 due to their attendance to the UNFCCC COP 27 as well as end of year holidays further delayed workshops and trainings.
- Bringing the **private sector onboard has been challenging** throughout project implementation due to unclear incentives to participate in project activities or consultation workshops. Private sector actors were systematically invited to participate in consultations but very few attended. According to the PIR 2023, 18 actors from the private sector ended up engaging in the project.
- **Changes in key staff within the different sectoral ministries** delayed the signing of MoU with the BNCCC as well as the organization of workshops. For instance, within the four years of project implementation, the MEDD changed Minister twice, and with it a turnover in the ministry's general secretariat occurred as well.

**Internal factors** also caused some of the delay:

- the PMU experienced some coordination issues regarding the elaboration and validation of ToRs for external consultants, the validation of consultants' reports and the prioritization of activities. The interviews revealed that reviews and inputs on ToRs, reports, and other intermediate outputs often taking considerably longer than planned because of workload and availability of BNCC Team. Similarly, the speedy organization of workshops was hampered by the need for systematic approval by overburdened MEDD staff.
- evidence suggests that the executing agency did not communicate proactively on the hurdles that it faced in implementing some project activities, leading to inefficient decision-making in some cases. The terminal evaluation presents a case in point. With this evaluation originally planned for 2022, CI-GEF had started the process of contracting an evaluator but had to postpone the process after discovering delayed activities that required a third No-Cost Extension.

**As a result of the cumulative effects of these factors, extension was requested and granted thrice**, from 24 months as initially planned at the CEO endorsement stage, to 68 months (inclusive of the TE).

#### Conclusion Effectiveness

The results framework underwent several changes during implementation to better reflect changes in national priorities, at the request of the MEDD.

The achievement of objective level indicators is Satisfactory for two indicators, and Highly Satisfactory for the other two. At outcome level, the overall achievement is Satisfactory. Several results were surpassed. The quality of outputs has been satisfactory despite significant delays

mainly caused by external factors. This success can notably be attributed to the BNCCC's unwavering involvement throughout the project.

Interviews conducted during TE strongly indicate that female participants, and those sectors/ministries that had female lead teams involved in the trainings performed notably better (more effective) in terms of implementing acquired skills, internal training and training of colleagues, and overall retention of information.

Based on the above assessment, the evaluators rate the project's effectiveness as **Satisfactory (S)**.

### 3.1.4 Efficiency

#### 3.1.4.1 Financing

**The total GEF CEO approved budget for the CBIT Madagascar project was USD 1,344,495. By 30 June 2023, 88% had been disbursed<sup>3</sup> (Table 6).**

According to the financial reports, disbursement in 2020 was only 15.5% of the annual budget, which can be largely explained by the external obstacles presented in section 3.2.3. and in particular the delays in hiring of consultants and the COVID-19 pandemic. In 2021, 27% of the annual budget was disbursed. This was due to a plurality of factors, including more delays in hiring consultants, postponement of both activities under Component 3 and in-kind contributions from government partners (Ministry of Public Health and Ministry of Energy and Hydrocarbons) to 2022. In addition, initial delays in signing the MoU between CI-GEF and the BNCCC in turn led to delays in signing MoU between the BNCCC and sectoral ministries and therefore the provision of equipment to sectoral ministries. In 2022, the CBIT project disbursed 44% of the approved annual budget, in 2023, the annual disbursement reached 81%. Cumulatively by June 2023, the budget had spent 88% of its overall planned budget. Part of the lower burn rate was also due to approx. 20% decrease in MGA against US dollar. Data collected from the interviews and presentations made by the PMU and CI-GEF in the context of the TE suggest that by the official closure of the project most of the budget will have been spent.

**Evidence collected throughout the evaluation process suggests that the budget available was sufficient to meet the project objectives.** As was described in the above table 4, most project targets had been achieved or surpassed while only 88% of the total budget had been spent by the time of the evaluation. This shows that the budget allocated for project activities was realistic. Stakeholders' perceptions collected through interviews concur with this assessment and point to the appropriateness of the project design in that matter.

**However, it is the evaluators' opinion that the two years originally planned for CBIT Madagascar was too short to implement all project activities** even without COVID-19 conditions, considering the ambition of the project and the number of stakeholders and practical

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<sup>3</sup> Note : by March, 95% of funds had been disbursed.

trainings and workshops involved. The interviews revealed that finding the right dynamic between PMU and executing partners took some time and that the team was only fully operational after a year of project implementation. It was mentioned during the data collection process that even though the sequencing and timing of project activities seemed realistic at project design stage, the reality of project implementation played out differently. It was for instance mentioned that ministry approval on the date, location and ToRs/programme of a workshop would require on average a month, a time span that was not factored in at the design phase.

Table 6: State of expenditures per year and per component against approved budget, reconstructed by the TE team from the annual financial reports

Components	Approved budget	FY2020		FY2021		FY2022		FY 2023		Total expenditure	Remaining balance	% spent
		Budget approved	Expenditure	Budget approved	Expenditure	Budget approved	Expenditure	Budget approved	Expenditure			
Comp 1	\$ 346 191	\$ 215 600	\$ 36 464	\$ 284 780	\$ 89 609	\$ 103 799	\$ 68 506	\$ 66 663	\$ 59 102	\$ 253 681	\$ 92 510	73
Comp 2	\$ 508 245	\$ 303 238	\$ 33 913	\$ 458 584	\$ 160 998	\$ 345 329	\$ 237 608	\$ 161 735	\$ 117 296	\$ 549 816	\$ -41 571	108
Comp 3	\$ 367 832	\$ 153 830	\$ 28 805	\$ 289 785	\$ 17 913	\$ 344 535	\$ 45 604	\$ 212 045	\$ 192 419	\$ 284 741	\$ 83 091	77
PMC	\$ 122 227	\$ 71 366	\$ 16 555	\$ 89 866	\$ 32 878	\$ 59 141	\$ 24 727	\$ 34 717	\$ 15 135	\$ 89 295	\$ 32 932	73
<b>Total</b>	<b>\$ 1 344 495</b>	<b>\$ 744 034</b>	<b>\$ 115 737</b>	<b>\$ 1 123 016</b>	<b>\$ 301 397</b>	<b>\$ 852 804</b>	<b>\$ 3776 445</b>	<b>\$ 475 160</b>	<b>\$ 383 952</b>	<b>\$ 1 178 551</b>	<b>\$ 165 944</b>	<b>88</b>



### 3.1.4.2 Co-financing

According to the ProDoc, co-financing was to amount to USD 180,590 with contributions from CI-GEF Agency and government partners including the MEDD, the Ministry of Public Health and the Ministry of Energy and Hydrocarbons. The precise repartition of planned co-financing is detailed in the table below:

Table 7: Planned co-financing at CEO endorsement stage

Sources of co-financing	Name of co-financier	Type of co-financing	Amount committed at CEO ER (\$)	Actual until June 2023
Recipient government	MEDD	In-kind	102,600	130,650
Recipient government	Ministry of Public Health	In-kind	10,000	10,000
Recipient government	Ministry of Energy and Hydrocarbons	In-kind	47,990	47,990
GEF Agency	Conservation International	Grant	20,000	35,112
<b>Total co-financing</b>			<b>180,590</b>	<b>223,752</b>

At the end of 2022, the overall percentage of leveraged co-financing was 73% with the contribution from the Ministry of Energy and Hydrocarbons still pending. CI-GEF contributed more than anticipated, providing USD 35,112 instead of the planned USD 20,000. By June 30th, 2023, all three ministries had contributed, and total co-financing amounted to USD 223,752 according to the yearly financial report covering the period July 2022-June 2023. According to the co-financing letters provided by the MEDD, the Ministry of Public Health and the Ministry of Energy and Hydrocarbons addressed to CI-GEF, the evaluators were able to verify that by the end of the project, USD223,752 had indeed been leveraged as co-financing .

#### Conclusion Efficiency

Although the project experienced challenges throughout its implementation, at the time of the TE, 88% of the total approved budget had been disbursed and evidence suggests that the CBIT project is on track to spend all budget by project closure. Despite delays in leveraging the planned co-financing, the evidence suggest that actual co-financing surpassed that what was committed at CEO endorsement stage.

Based on the evidence, the project's efficiency is deemed **Highly Satisfactory (HS)**.

#### Overall conclusion on Project results

Based on the combined assessment of the following aspects:

- **Relevance** is assessed as **Highly Satisfactory**
- **Effectiveness** as **Satisfactory**
- **Efficiency** as **Highly Satisfactory**

The evaluators rate the **overall outcome** of the project as **Satisfactory**.

## 3.2 Sustainability

### 3.2.1 Factors affecting the sustainability of project results

The ProDoc identified the following risks:

Table 8: Risks as identified in the ProDoc

#	Risk identified in the ProDoc	Rating
1	Change of key personnel within ministries	high
2	Inadequate participation of all stakeholders and partners and poor cooperation between participating institutions	high
3	Unavailability of skill sets	high
4	Inadequate and inaccurate data	high
5	Data sharing and accessibility	substantial
6	Problem with high level political will	substantial
7	Problem of coordination	substantial
8	Project sustainability: lack of funding beyond the project cycle	high

A specific exit strategy for the project was not included in the ProDoc but the following factors were mentioned in the ProDoc as contributing towards the project's sustainability:

Table 9: Sustainability strategy elements as outlined in the ProDoc

#	Sustainability contributing factor identified in ProDoc	Sustainability aspect
1	Involving the Ministry of Finance and Budget to determine the possibility of including sectoral monitoring systems in departmental budgets at central and deconcentrated levels	financial
2	Support from the Climate Change Foundation, established under the Sustainable Landscapes of Eastern Madagascar project	financial
3	Publication of GHG data will facilitate general planning at sectoral level	Institutional/socio-economic
4	Equipment, software and training provided to national and regional level stakeholders will promote appropriation and ownership	institutional
5	MoUs or subcontracts between MEDD and NDC sectoral ministries will ensure continued operationalization of sectoral monitoring and related MRV systems	institutional
6	National experts trained will enhance capacity building of regional colleagues	institutional

Some of the risks identified at ProDoc stage were to a large degree mitigated by the project team. Risk 2 is an example in point, where all available evidence suggests that all the participating ministries from the relevant NDC sectors delegated key staff members to the trainings being offered by the CBIT Project. Evidence points toward the combined efforts of the CI-M and BNCCC team in ensuring that a) trainees were selected from Government institutions and the National Steering Committee on Climate Change, b) young people were trained instead of older experts that will retire soon, and c) staff was incentivized to attend trainings e.g., by providing them with a certificate after completing the training and encouraging them to contribute to other projects such as the preparation of Biennial Update Reports (BURs). This result must be nuanced however, in

light of the finding that attendee representatives from the different sectors were different for each training session. Some of the trainees also admitted to not remembering the training at all, or what they had learned. **These findings imply that there is unfortunately no guarantee for the continuity of information and application of the acquired competencies within individual ministries or sectors.** The Evaluation Team found no evidence of there being available training material from the project to provide refresher trainings. In addition, even though the project was able to provide equipment, servers and trainings, several interviewees have also voiced concerns that trainees will forget their acquired skills very fast if they do not have the adequate equipment or internet connection to implement what they have learnt (see below).

**Several other risks identified in the ProDoc remain a concern and have implications for project sustainability.**

Regarding **financial factors**:

- It is **uncertain that the government will be able to allocate the appropriate budget for the continuation of project activities beyond the project cycle.** The ProDoc indicated that stakeholders during the PPG phase recommended engaging with the Ministry of Finance and Budget to assess the possibility of allocating budget for sectoral monitoring systems at central and deconcentrated levels, but the available evidence suggests that this did not happen. In fact, it seems the Ministry of Finance was not invited to workshops or meetings as part of CBIT and according to some interviewees, the chances that the Ministry of Finance and Budget will allocate budgetary lines for the continuation of project activities are slim.
- Several interviewees mentioned that **if ministries must look for funds themselves** to continue project activities, it will be perceived as an additional assignment and most **likely met with reluctance leading to project activities being abandoned.**
- The financial sustainability of the project was a key concern raised by interviewees, who mentioned that even **internet access** was paid for by the project. Without internet connection, sectoral ministries cannot upload their GHG emissions data on to the MRV system or make use of any other technological tools developed by the project. This in turn will jeopardize the realization of sustainability factor 3 (Table 9).
- In the ProDoc, the possibility for the project to link to the Climate Change Foundation resources established by the GCF's "Sustainable landscapes in eastern Madagascar" project was identified. However, from the available evidence it seems that this Fund was not established yet during the CBIT project's implementation time.
- Finally, the COVID-19 pandemic hampered the sustainability of CBIT project results as opportunities for co-financing diminished with a lower overall number of (development/climate change) projects being implemented in Madagascar.

With respect to **institutional factors**:

- **High government turn-over** had been identified as a high risk, that manifested itself, but that was appropriately mitigated by the BNCCC staff. There is a risk that this issue will continue to pose a high risk to project sustainability if the crucial role of the BNCCC in alleviating this cannot be sustained.
- **MoUs between sectoral ministries and the MEDD** were to facilitate and coordinate collaboration on data collection and sharing. Furthermore, to limit the impact of changing ministry personnel, the MoUs described the roles and responsibility of directions within the ministry rather than specific people. It was pointed out that MoUs are however not binding

instruments and some of the interviewees recommended the enactment of ministerial decrees to make sure that data collection and data sharing are integrated as the responsibility and obligation of each ministry.

- In the absence of such legal basis, and connected to the point raised under financial risks, **the continuation of project activities depends on a continued interest and intrinsic motivation within each ministry to continue activities.** Data collected during the TE suggests that this is not necessarily the case, with seemingly low interest in the transport sector as well as within the Ministry of Fishing and Blue Economy. Strong enthusiasm and motivation were however detected at the Ministry of Public Health, which was able to secure support from the WHO to collect climate data across hospitals to conduct the GHG Inventory, thereby enabling for the continuation of CBIT project results for this sector.
- Regarding **internal training and sharing of knowledge within sectoral ministries:** This is to be managed by each respective sector and not the responsibility of the coordinating ministry MEDD. In most ministries and departments department, this does not happen frequently. There is hence a high risk of competency loss here. As highlighted before, the Training of Trainers did not adequately address this either.

#	Risk identified in the ProDoc	Rating at TE	Justification
1	Change of key personnel within ministries	High	<ul style="list-style-type: none"> <li>• High government turn-over proved to be an issue during project implementation and could continue to be</li> </ul>
2	Inadequate participation of all stakeholders and partners and poor cooperation between participating institutions	Low	<ul style="list-style-type: none"> <li>• Stakeholders from all sectors participated in trainings;</li> <li>• MoUs were signed between sectoral ministries and MEDD to foster cooperation</li> </ul>
3	Unavailability of skill sets	High	<ul style="list-style-type: none"> <li>• Some trainees do not remember the trainings;</li> <li>• no refresher trainings are foreseen</li> <li>• Limited availability of training material.</li> <li>• There is a risk that knowledge gained will be gradually lost as trainees do not have sufficient opportunities to apply their newly gained knowledge.</li> <li>• In addition ,the training of trainers was found insufficient.</li> </ul>
4	Inadequate and inaccurate data	Moderate	<ul style="list-style-type: none"> <li>• National technicians at the central and decentralized level, were involved in the collection, processing and transfer of data identified and then trained in database management system.</li> <li>• Data collection equipment and tools were granted to the ministerial departments, including user manual</li> <li>• Data collecting used easily usable templates</li> </ul>

5	Data sharing and accessibility	Substantial	<ul style="list-style-type: none"> <li>• Software was developed, a more powerful server was provided, equipment was provided to the different sectoral ministries, the MEDD and regional focal points</li> <li>• However, there was and still is no reliable internet connection for uploading and accessing data</li> <li>• MoU between sectoral ministries and MEDD were signed but they are not binding.</li> <li>• In absence of dedicated government budget line, it is unlikely that data sharing will continue.</li> </ul>
6	Problem with high level political will	Low	<ul style="list-style-type: none"> <li>• Project activities were associated with national activities.</li> <li>• Political will did not prove to be an obstacle throughout project duration.</li> </ul>
7	Problem of coordination	Moderate	<ul style="list-style-type: none"> <li>• MoU were signed between the MEDD and sectoral ministries.</li> </ul>
8	Project sustainability: lack of funding beyond the project cycle	High	<ul style="list-style-type: none"> <li>• Evidence suggests that it is uncertain that the government will be able to allocate the appropriate budget for the continuation of project activities beyond the project cycle, or will prioritise this</li> </ul>

### 3.2.2 Opportunities for enhancing sustainability

**From the available evidence emerges that the CBIT project has been a true game changer in bringing the need for mitigation efforts and a transparent reporting of GHG emissions to the attention of individual ministries.** Results from the interviews suggest that key staff in the individual ministries and in the CNCC are now much clearer on obligations and responsibilities with respect to climate action transparency. The CBIT project also has been **instrumental in improving the appropriation of knowledge around data required for GES Inventory process in each specific sector.**

**Overall, all awareness and training has been covered under the CBIT project, but the practical implementation and the practical appropriation still must be done, and this presents a low-hanging fruit for a follow-up project:**

- All available evidence points towards the CBIT project having created a positive momentum in terms of monitoring, reporting and inventorying GHG emissions in Madagascar, with several successful proofs-of-concepts (e.g. for the Public Health Sector) that can inspire other sectors and actors.
- National and sectoral carbon registries are now completed, templates are available, practical guidance materials have been developed. The publication of sectoral and national carbon registries can for example be considered under a follow-up CBIT II project and would hence facilitate attaining sustainability factor 3 in table x above.

- Obtaining full operationality of the MRV system is still pending; a full MRV is in place, but it is complicated to use. Interviews revealed that an improved version of the tools is expected to be developed before the end of project still. However, the practical appropriation and training of the system will unlikely be covered under the project still.
- Data collection to feed the MRV system will require the active collaboration of the private sector. As was experienced throughout this project implementation, engaging with the private sector is difficult, but shows signs of improvement.

These factors present an enormous potential for a targeted follow-up project to sustain, and up-scale project results. Documentation testifies to the interest of the UNFCCC Focal point to pursue a CBIT Phase II project in GEF8 by building on the results of this project. However, the evaluators could not interview either the UNFCCC focal point or more importantly the national project director, located at BNCCC/MEDD, who would have been able to provide crucial information on the government's priorities in this respect.

In the meantime, the project itself implemented effective risk mitigation strategies, which will be conducive to also build on the project's results, for example by planning for the GHGI for the attenuation sectors (energy, transportation, agriculture, waste, AFOLU) to be done under the Biennial Update Report as recommended by Climate Change Focal Point.

#### Conclusion Sustainability

The project has been very successful in preparing the ground for effective reporting under Article 13 under the Paris agreement in Madagascar, but both institutional and financial factors threaten the likelihood of the continuation of project activities beyond the project cycle at the moment, and without a follow-up project this may jeopardize the project's results enduring over time.

One major barrier to the project's sustainability is the high dependence of MRV and other data collection, centralization and sharing activities and systems on a reliable internet connection. The CBIT Madagascar project paid for the internet connection during project implementation, but at TE stage, no alternative or structural funding source for continued internet access in any of the participating ministries was secured.

Based on the analysis of the evidence, the evaluators rate the sustainability of the project as **Moderately unlikely**.

## 3.3 Impact

### 3.3.1 Progress towards impact

The main objective of the CBIT Madagascar project was to build and strengthen Madagascar's national capacity to implement the transparency elements of the Paris Agreement. **Based on the analysis of its achievements, the CBIT Madagascar project has indeed made a significant contribution towards this goal.** The project established the policies that were key for providing Madagascar with a solid political framework to support transparency efforts. It also equipped the country with the tools, both methodological and physical, to appropriately conduct data collection and analyses, it contributed to the creation of the data bases and in doing so contributed to closing the technology gaps identified for monitoring GHG emissions and results from climate interventions.

The project was able to generate additional impact, with new activities - such as the support provided to formulate the National Gender Strategy - that had a higher impact than the original activity, and with its support provided for key government staff to participate in UNFCCC COPs, so that Madagascar can learn from and share experiences with other countries. The support was explicitly acknowledged and appreciated by the BNCCC Director and the Permanent Secretary for the Ministry responsible for Environment, according to the records of the supervision meeting.

**As such, as identified in the previous section, the CBIT Madagascar project constitutes a very good base that if built on during a second phase will generate multiple benefits and a generate high impact.** Indeed, if this project were to remain a stand-alone project, it is very unlikely that the activities conducted as part of this first phase would be sufficient to meaningfully and durably lead to concrete results in terms of Madagascar's compliance with Article 13 of the Paris Agreement. The tools must now be implemented to make an impact and significantly contribute towards the project's objective.

#### Conclusion impact

The CBIT Madagascar project has made an important contribution towards building the institutional framework and tools to obtain more transparency in climate action in Madagascar. However, it must be complemented by further initiatives to operationalize the tools to be impactful in the long-run.

### 3.4 M&E design and implementation

#### 3.4.1 M&E design

**The ProDoc listed and budgeted the M&E activities.** Planned M&E activities are captured in Table 10. The evaluators noticed that there is a minor inconsistency in the ProDoc regarding the frequency of PSC meetings (noted as 'annual' in the M&E section). ProDoc section 5 indicates however that PSC members were to meet on a biannual basis. This frequency is also the one that was mentioned in the minutes of the first PSC meeting. However, additional information provided to the Evaluation Team suggests that the PMU and PSC later agreed to have annual PSC meetings rather than biannual to discuss the realizations, validate annual workplans and budgets. However, the consultants were not provided with further information on why it was decided this way and by whom.

**The M&E plan defined responsibilities, logistics and schedule of M&E activities.** In terms of roles and responsibilities:

- The PMU was responsible for the coordination of key monitoring tasks such as the project inception workshop and report, the quarterly progress report, the PIRs, prepare capitalization documents and coordinate the independent external evaluation exercises.
- The BNCCC was responsible for ensuring the timely and comprehensive nature of monitoring and evaluation activities.
- Key project executing partners were responsible for providing the information and data required by the PMU to conduct its reporting duties.
- The PSC was to provide oversight of M&E activities.
- CI-GEF was responsible for providing overall assurance, backstopping and oversight.

**A detailed project results monitoring plan** (Annex III to the ProDoc), based on the project results framework (Annex II to the ProDoc) included objective and outcome indicators, as well as the metrics and methodology to be used, the baseline situation, the frequency, responsible parties and indicative financial resources allocated. It must however be noted that this project results' monitoring plan did not provide targets associated with the indicators and baselines. These were however stated in the Results Framework. End of project targets were not defined for the indicators related to the project objectives. It was mentioned during interviews with stakeholders involved in the project's M&E that these elements were defined yet the evaluators were unable to find these.

The results framework included indicators and targets at output level, whereas the results monitoring plan almost exclusively included objective and outcome level indicators (with three exceptions).

The combined project results framework and project results monitoring plan include 5 indicators at objective level; 11 indicators at outcome level and 17 indicators at output level.

**Most of the indicators are SMART.** They are clearly defined in meaning and scope (Specific), have a clear unit of measurement (Measurable), are easy to monitor (Achievable) and have a clear relationship to the project's intended objectives/outcomes/outputs (Relevant). Although the wording of the indicators is not time-bound, it is implicitly understood that the time limit is the project completion.

The evaluators note that three Objective level indicators overlap partially or entirely with outcome indicators.

- Objective Indicator c partially overlaps with outcome indicator 2.2.1. The evaluators assessed this indicator only at objective level being the most comprehensive indicator of the two.
- Objective indicator d is the same as Outcome indicator 2.1.1. The evaluators assessed this indicator at Objective level only.
- Objective indicator e overlaps partly with Outcome indicators 3.1.1 and 3.1.2. The evaluators assessed this indicator only at Outcome levels as these were more precise.

The evaluators furthermore noticed the following:

- For Indicator 1.2.1., it is not clear how the end of project target reflects the indicator and if it is in fact an accurate reflection of what is expected, it is unclear how indicator 1.2.1. differs from Indicator 1.1. In practice the project also produced policy briefs with combined recommendations, de facto merging these two indicators.
- Indicator 3.1.1. left space for double counting and proved in practice difficult to operationalize. Numbers had to be re-crunched because of issues with double-counting.

**Table 10: Summary of M&E activities and their frequency as planned in the M&E plan (left two columns) and status at Terminal evaluation (right column).**

M&E activity	Frequency	Status at Terminal Evaluation
Inception workshop	Beginning of project	The inception workshop was held on September 16 <sup>th</sup> 2019 in Antananarivo. It was attended by 84 participants.
Inception workshop	Beginning of project	The inception workshop was summarized in the inception workshop report.
Project results monitoring plan	Annually	The project results monitoring plan was dutifully submitted annually as an integral part of the PIRs. It included both an



		overview of progress at outcome level, as well as a detailed overview of progress at output level (typically in annex).
GEF Focal Area Tracking Tools	Development phase and at project completion	The only GEF core indicator that was relevant to CBIT Madagascar was “number of direct beneficiaries disaggregated by gender as co-benefit of GEF investment” and this was integrated in the results framework and was monitored yearly as of 2021. The ProDoc includes the GEF Focal Area Tracking tool, but data regarding the GEF Focal Area Tracking Tool may not have been properly collected and registered. The Excel file provided by CI-GEF seems to have information related to CBIT Kenya as well as regarding CBIT Madagascar, making it difficult to assess whether this is just an error of inattention in changing the country name in a template or whether the information just has not been collected for Madagascar.
PSC meetings	Annually	PSC members convened four times, on 8 November 2019, 30 September 2020, 1 September 2021 and 5 October 2023. This is aligned with the requirements from the M&E plan.
CI-GEF field supervision missions and reports	Annually	Due to the COVID-19 pandemic, the CI-GEF project was unable to conduct annual supervision missions. One Two supervision missions took place, one of the financial team in May 2022, and one involving a bigger team in September 2022. The latter was recorded in the supervision report.
Quarterly progress report	Quarterly	Quarterly progress reports were produced as planned, they are sound and complete.
PIR	Annually	As of 30 <sup>th</sup> June 2023, four PIRs had been developed, covering the periods 1st July 2019-30th June 2020 ; 1st July 2020-30th June 2021 ; 1st July 2021-30th June 2022 ; and 1st July 2022-30th June 2023. PIRs followed the CI-GEF template and included a project information section, a project implementation progress status summary section, a project results implementation progress status and rating section, a project risks status and rating, a project environmental and social safeguards implementation status and rating and a project implementation experiences, knowledge management and lessons learnt section. The PIRs are clear, sound and comprehensive.
Final project report	Upon project operational closure	Pending
Independent TE	End of project	Ongoing
Lessons learned and knowledge generation	At least annually	Lessons learned were recorded annually as part of the PIR exercise as well as regularly communicated on the CBIT Madagascar website.
Financial statements audit	Annually	The evaluators only saw evidence that an audit was conducted for the period 1st July 2021 through 30th June 2022.

### 3.4.2 M&E implementation

The project results monitoring plan was used by the PMU as the main monitoring tool to track the progress of the projects towards its objectives, as evidenced from the quarterly progress reports and the annual PIRs. Even though included in the results monitoring plan, indicators 1.2.2.1, 1.2.3.1 and 2.1.2.1. (output level) were not reported on in the overall overview of progress towards results in these reports, but simply monitored at output level.

**The resources budgeted for M&E activities were sufficient at the implementation stage** as evidenced by the fact that all M&E activities were completed in spite of a portion of the M&E budget was reallocated to project activities.

Rating M&E design and implementation
<p>All the M&amp;E activities due prior to the TE have been completed and documented in a sound and comprehensive way. M&amp;E roles and responsibilities were carried out effectively in line with the M&amp;E plan.</p> <p>Based on the above assessment, the evaluators rate the M&amp;E design and implementation as <b>Highly Satisfactory (HS)</b>.</p>

## 3.5 Implementation and execution

### 3.5.1 Management arrangements

The management structure of the project was designed as follow:

**Implementing Agency:** CI-GEF

**Executing Agency:** BNCCC (MEDD) in collaboration with Conservation International Madagascar

**Project Steering Committee (PSC)** representing all major stakeholders. It was chaired by the MEDD and was to include the Ministry of Finance and Budget, Ministry of Energy, Water and Hydrocarbons, Ministry of Agriculture, Fisheries and Livestock, Ministry of Transport, Tourism and Meteorology, Ministry of Industry, Trade and Artisans, Ministry of Spatial Planning, Habitats and Public Works, Ministry of Public Health, National Statistics Institute, Organe de Contrôle et de Suivi des Investissements Financiers, CI Madagascar, representatives from civil society organizations (CSOs), the private sector and non-governmental organizations (NGOs).

**Project Management Unit (PMU)**, housed at the MEDD. The PMU consisted of:

- BNCCC staff/representation: A National Project Director (NPD), a technical project coordinator, and a full-time Monitoring & Evaluation (M&E) officer
- A project lead, technical manager, a full-time grants manager and a finance manager from Conservation International Madagascar.
- In addition, the ProDoc provided for 22 regional focal points from the Regional Directorates of the Environment, Ecology and Forestry (DIREDD, formerly DREEF), which were to represent the PMU, collect grievances and lead the project at the regional level.

**The different roles and responsibilities were adequately described in the ProDoc**, but the ProDoc was not explicit about where the project lead, Technical Manager, full time grants manager and finance manager should be located or to which structure they should belong.

In praxis, the PMU consisted of:

- BNCCC staff/representation: A National Project Director (NPD), a technical project coordinator, and a full-time Monitoring & Evaluation (M&E) officer, and an additional M&E and CBIT focal point
- A project lead, a technical manager and a grants and contracts manager, located at CI-Madagascar offices
- It is not clear from the available evidence how closely the 22 regional focal points were involved in the PMU work

From the available evidence, the **evaluators deem the overall project's management structure appropriate.**

### 3.5.2 Quality of Execution

As illustrated in previous sections, evidence confirms that **the BNCCC was the appropriate executing agency for this project.** Its prerogatives include the elaboration of the strategic documents required by the UNFCCC and the Paris Agreement, the management of all databases related to climate change and the supervision of all projects engaged in fighting climate change whose institutional anchoring is the MEDD. In the context of the CBIT project, and as pointed out in previous sections, the BNCCC delivered on its crucial facilitating role to get other ministries on board and worked in close collaboration with the PSC to ensure the quality of outputs and timely delivery of project results.

From the minutes of the PSC meetings can be concluded that **the PSC met annually and dutifully carried out its responsibilities** with regards to overall supervision of the CBIT project, validating workplans, budgets, procurement, and technical and financial reports produced by the PMU before submitting to CI-GEF Project Agency, and adoption of any significant decisions affecting the project. The PSC also facilitated coordination of activities across partner institutions. The composition of the PSC was conducive to the efficient participation of all the stakeholders affected by the CBIT project and to the promotion of cooperation.

**The PMU delivered on its mandate and beyond in a highly satisfactory manner.** The composition of the PMU and the combined embeddedness in the BNCCC and CI-Madagascar structures fostered coordination between project stakeholders, and between the Implementing and Executing Agencies. Evidence suggests that project work was coordinated through monthly meetings between the CI-Madagascar support manager, the CI-Madagascar project lead, and the BNCCC based project coordinator. The available evidence suggests that the NPD facilitated cooperation and collaboration with the executing agency as well as the MEDD more in general.

Faced with significant and repeated challenges in hiring competent consultants, evidence suggests that the BNCCC PMU staff went above and beyond to build the capacities of consultants and to ensure the quality and accuracy of the reports produced by consultants before submitting them to CI-GEF for review by requiring a presentation of the deliverables from the consultants and providing guidance and recommendations for improvements if need be. The BNCCC PMU staff used their privileged relationship with the MEDD to facilitate and foster PMU access to the minister to explain the project at each ministerial change. The PMU overall has been very stable throughout the project with both BNCCC and CI members joining the PMU in the very early stages of the project's implementation and remaining throughout. The project certainly benefitted from a very experienced Project Lead, who had been working with CI for over 20 years and who was thereby well versed in CI's processes. The good working relationship between her and the BNCCC was

mentioned as an important factor for the success of project implementation as it helped with maintaining momentum throughout and facilitated quick BNCCC approvals when needed.

The PMU elaborated workplans on a yearly basis and overall work planning was adequate despite implementation delays due for the most part to hiring problems and the COVID-19 pandemic. **In terms of project monitoring and reporting, although stakeholder interviews revealed that reporting was not always timely, the PMU drafted good-quality technical and financial quarterly reports, annual financial reports and PIRs on a regular basis, in accordance with the M&E plan.** These typically did not require many amendments from CI-GEF, further attesting to the quality of the produced reports. However, it was brought to the evaluators' attention that the executing agency did not demonstrate sufficient proactiveness in informing the implementing agencies of issues it might be facing with project implementation leading to delays, notably for the implementation of some M&E activities such as the Terminal Evaluation.

**Finally, effective coordination mechanisms were implemented with target/beneficiary ministries to ensure the smooth implementation of the project.** To ensure a good level of engagement, relevant national stakeholders/ministries were consulted as early as the PPG phase. PSC meetings were held annually to gather key project stakeholders, socialize completed activities and present the workplan for the year ahead. This annual meet up ensured the continued engagement of PSC members. Clarification of the roles and responsibilities of executing partners beyond the nuclear project management structure was formalized through the signing of MoUs between the BNCCC and each sectoral ministry. Furthermore, these MoUs were designed to manage some of risks identified during the PPG, namely those related to the sharing and accessibility of data.

### 3.5.3 Quality of implementation

**CI-GEF delivered on its mandate despite COVID-19-related travel restrictions reducing face-to-face supervision opportunities<sup>4</sup>:**

- CI-GEF established monthly meetings with the project lead and project coordinator to make sure they were troubleshooting any problems and providing adequate and timely recommendations to facilitate smooth project implementation. Additional *ad-hoc* trouble shooting was also conducted, depending on the needs of the PMU.
- Interviews revealed that PMU members were satisfied with the performances of CI-GEF in providing oversight and commended their availability.
- BNCCC praised CI-GEF flexibility in accommodating for government's request to modify and add activities.
- It was mentioned that the CI GEF project support manager was truly instrumental in engaging with executing partners and helping the project move along.
- Regarding financial oversight, the grants manager at CI-GEF reviewed all financial reports and conducted inventory checks during the supervision mission, reviewing all purchases that had been made for the ministries and making sure all of budget was going towards the project activities.

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<sup>4</sup> The strict travel restrictions imposed in the context of the COVID-19 prevented CI-GEF team from conducting their annual supervision mission in Madagascar as per the M&E plan. Instead, CI-GEF was only able to undertake one supervision mission in 2022.

- With respect to M&E, CI-GEF kept in close contact with the PMU via email. However, CI approval processes were experienced as cumbersome, as evidenced by the supervision report mentioning that the BNCCC deplored the heaviness of CI's financial process and criticized the length of time required to obtain systematic CI-GEF approvals.

### 3.5.3.1 Risk management by implementing agency

**Aside from COVID-19, evidence suggests that the ProDoc correctly anticipated the risks that the CBIT project could be confronted with during implementation.**

The overall initial risk rating of the CBIT project was HIGH with over 60% of identified risks rated as high (see Table 8 in section 3.2). PIRs and quarterly reports contained risk updates and documented actions undertaken to mitigate them. From 2020 onwards, PIRs reported on the COVID-19 related risks to the implementation of project activities. The risk rating for this new risk was considered high, which was clearly warranted given the delays that it ended up causing (see section 3.2.2).

**The CBIT overall risk rating remained high until 2022 as several of the pre-identified risks occurred.** High turnover within government personnel (risk 1) did happen with the departure of the General Secretary of the MEDD. The inadequate participation of all stakeholders and partners (risk 2) manifested itself, as it proved to be difficult to convince trainees to dedicate sufficient time to the trainings (this was attributed by an interviewee to the fact that climate change issues in fact only make up a small part of trainees' job descriptions). The main pre-identified concern throughout implementation however related to the sustainability of the project beyond project cycle (risk 8) and was discussed in section 3.2. Although the risk remained high throughout project implementation, there was no issue with high-level political will (risk 6).

**Overall, it can be concluded the project was able to lower many of the risks,** including COVID-19 which did not impact the project at all in the last year of implementation. With respect to this risk, the PMU adopted a case-by-case approach, whereby each situation was assessed to determine the best course of action to accommodate for the inconvenience. Notably, virtual platforms were used, and IT support was provided to stakeholders and service providers.

The ProDoc identified mitigation strategies for each risk and evidence suggests that mitigation strategies were implemented in accordance with the ProDoc. The PIR23 identified all mitigation activities being under implementation and on schedule. The overall risk rating was decreased from high to low. However, the PIR2023 also acknowledges that this decrease in the risk rating can largely be attributed to the fact that the project was nearly over meaning that there were very few activities still being implemented. Based on the results from the TE interviews, the evaluators would like to highlight that with respect to Risk 1, the PIR23 states that technicians who participated in consultation workshops and training did not change much at that stage. Findings from the interviews suggest however that this may not be the case for all participating ministries (see implications of this for sustainability in section 3.2).

### 3.5.4 Adaptive management

As described in section 3.1.3.3., the CBIT Madagascar project faced a series of challenges which warranted a significant extension of its duration. Nonetheless, **the CBIT project staff managed to overcome these thanks to its adaptivity:**

- Faced with a lack of skilled consultants, the BNCCC PMU staff decided to build the capacities of hired consultants. In parallel, the BNCCC PMU staff used its contacts and resources to eventually identify an IPCC-certified French-speaking Togolese consultant who was selected to provide trainings.
- A case-by-case approach was adopted to adapt to the unstable situation created by the COVID-19 pandemic and to implement the appropriate responses. Generally, the PMU adapted by using digital formats to maintain stakeholder engagement throughout the pandemic and by providing IT support. In addition, workplans were revised and activities reorganized to mitigate the negative impact of the pandemic and provide for a more realistic project timeline.
- Political staff turnover was handled by focusing training efforts on technicians who tended to stay in position more. Additionally, turnover was tackled through increased collaboration with the MEDD through the BNCCC for the monthly planning of activities, organizing regular meetings and strengthening exchanges with staff from the MEDD.

**Adaptive management has resulted in more impactful and relevant project outputs. CI-GEF accommodated** the Malagasy government's/MEDD's request to add activities which they considered key to meet Madagascar's priorities. It demonstrated the CBIT Madagascar project's flexible nature and commitment to adapt to a changing context and changing national priorities. The PMU was also quick to respond and adjust workplans and budgets accordingly. The project's flexibility was regarded by the BNCCC as its strongest feature.

### 3.5.5 Knowledge management

**Knowledge management throughout the CBIT Madagascar project has largely followed the communications and knowledge management strategy laid out in the ProDoc.** Available evidence shows that knowledge products were shared through different channels including the CBIT Global Coordination Platform, the CI GEF website, and during workshops, meetings and training organized by the project.

A web portal was developed and made accessible (at: [www.cbit-madagascar.mg](http://www.cbit-madagascar.mg)). Apart from general information on the CBIT Madagascar project itself, the web portal contains a wealth of information regarding the Paris Agreement, the different priority sectors identified in Madagascar's NDC as well as international and national documents such as national communications, and others in French. In line with the ProDoc, the project developed a communication strategy on the web portal. The evaluators noticed however, that although the PIR23 states that the web portal was updated and that knowledge documents produced under the project were accessible, at the time of the evaluation the news tab only advertised three trainings, organized under different projects, none of the workshops, training and events organized or attended by the CBIT project are mentioned on the website and no knowledge management products were found on the website. Furthermore, as per ProDoc, the web portal was to provide transparent information on Madagascar's GHG emissions and removals, yet accessing the country's GHG inventories for the different sectors requires the creation of an account.

The PMU developed a **project brochure**, which was shared with the general public and project stakeholders, **guidelines for adaptation actions** in six sectors shared with the relevant stakeholders within these sectors, and **seven factsheets** covering among other topics the evaluation of the institutional arrangement in place in Madagascar to comply with the ETF and the second NDC. A **policy brief** was developed capturing, for the eight NDC sectors 1) recommendations for raising awareness and sensitization of stakeholders on climate change 2)

recommendations for policymakers on improving the institutional arrangement for PA transparency reporting and 3) recommendations for improving sectoral data management policies and reporting mechanisms that consider transparency and 4) strategic recommendations on the funding of actions and support, quality assurance, and validation procedures.

**Two information days** were organized in different regions, one in Menabe and one in Ihorombe, to spread awareness and share information regarding climate change and the environmental issues faced by Madagascar with a wider audience. For the occasion, several communication media were developed including a banner, a roll-up, brochures and a poster.

The BNCCC members part of the PMU also **participated in two COPs** (COP26 and COP27) and were able to represent the CBIT project in major international arenas.

Finally, the CBIT project benefitted from a **good media coverage at the national level**, with several articles on the achievements of the CBIT being featured in local newspapers and the involvement of journalists and television channels.

#### Summary and rating of Implementation and Execution

Although COVID-19 travel restrictions limited its supervision responsibilities, CI-GEF delivered on its mandate adequately. It also adequately planned for the foreseeable risks associated with the project and evidence suggests that mitigation strategies were effective. CI-GEF also demonstrated flexibility in accommodating for national requests to modify the results framework during implementation, resulting in a more impactful project.

Based on the above, the **performance of the Implementing Agency** is deemed **Highly Satisfactory (HS)**.

As the lead executing agency, the BNCCC delivered on its mandate in a highly satisfactory manner. The PMU produced quality reporting and showed resourcefulness in dealing with the impacts of COVID-19 and difficulties in consultant procurement. Evidence suggests that the BNCCC's involvement was instrumental in delivering the CBIT project. Knowledge management was implemented according to plan.

Based on this, the **Executing Agency's performance** is considered **Highly satisfactory (HS)**.

### 3.6 Environmental and social safeguards

**The quality of the environmental and social safeguard plans is high and follows CI-GEF's procedures for environmental and social management framework (ESMF). Safeguards plans were clearly detailed and safeguards indicators were clearly specified and coherent.** Three safeguard policies were included in the project:

- Accountability and Grievance Mechanism;
- Gender Mainstreaming; and
- Stakeholder Engagement.

The safeguards plans were all developed during the project design phase and can be found in Appendix V of the ProDoc.

### 3.6.1 Gender

The ProDoc Gender Mainstreaming Plan contains a generic gender issue description at national level, derived from official statistics. It discusses the differentiated integration of men and women in economic activities in the labor market, income inequalities and access to education. The analysis also presents societal views and supposed reasons for low participation of women in organizational structures and community meetings, and in public and political life. **The evaluators found that the generic gender issue description was based on very limited and outdated material, and lacked a description of the issues that Malagasy women may be facing in working in government structures in general, and in climate related, technical offices and services in particular.**

**The subsequent gender analysis** identifies resources users, their roles, capacities, knowledge and expertise, rights of access and control and responsibilities, as well as how the project could have an impact on the identified resource users or how these users could influence the project, but **completely fails to identify how female subjects within these user groups specifically could be affected by, empowered through, or influence the project in any way. This is an important shortcoming, especially in light of the indication that** female participants, and those sectors/ministries that had female lead teams involved in the trainings may have performed better (more effective) in terms of implementing acquired skills, internal training and training of colleagues, and overall retention of information (see section 3.1.3.1).

The CBIT Madagascar project was to consider gender at the project's management structure level, in the design and implementation of the national and sectoral MRV systems, and in sectoral policies and strategies on climate change. The gender Evidence suggests that efforts were made to uphold gender representation within project management structures: the PMU comprised of eight people, five of whom were women.

The Gender Mainstreaming and the Gender Action Plan made the targets for Output 3.1.1 and Output 3.2.1 gender sensitive and the project was to report quarterly on progress made towards the achievement of gender mainstreaming activities. The project was to report on an annual basis on CI-GEF's minimum indicators: (1) number of men and women who participated in project activities, (2) number of men and women who received benefits, and (3) number of strategies, plans and policies derived from the project that include gender considerations. Targets were set at ProDoc stage for the CI-GEF minimum indicators.

Data collected during TE interviews suggest that the number of women working within the government had not been adequately estimated thereby effecting the setting of context-specific and realistic targets. The exact number of women in the targeted sectoral ministries should have been better documented during the PPG phase so that more realistic targets for the number of women who participated in project activities (meetings, workshops, consultations), and the number of women who received benefits (such as training, equipment or leadership roles) could have been set. During project implementation it became clear that most of the existing personnel in the targeted sectoral ministries were men making it difficult for the project to achieve the absolute targets set in the ProDoc. However, even though the relative percentage of female participation and of women receiving benefits was not reached (51% had been targeted), of the cumulative number of people that had participated in project activities (minimum indicator 1) reported in PIR 23 (1,156), 536 were women (46%). The project may not have reached the 51% mark but in absolute numbers, project exceeded its targets by a significant margin: 536 compared to 144 for indicator 1, and 115 compared to 72 for indicator 2.



As to the more ambitious goal to integrate gender consideration beyond the project cycle by **mainstreaming of the gender perspective in national strategies, plans and policies, the CBIT project fell short**. As per the GMP, seven sectoral strategies derived from the CBIT project were to address gender considerations. In the end only one sectoral strategy, namely the National Climate Change Strategy for Forest and Biodiversity, included gender considerations in its third strategic axis “Strengthening the institutional and operational framework for the integration of climate change” and PIR2023 notes that the project team confirmed that there was no plan to develop any other plan or strategies that include gender considerations at sectoral level. However, it is to be noted that the CBIT project contributed to the elaboration of the Gender and Climate Change Strategy for Madagascar which was adopted in September 2022 and lays out a clear plan to address gender in UNFCCC related projects. In addition, a gender focal point was established within the UNFCCC. Furthermore, with support from the CBIT Madagascar project, Madagascar’s NDC was updated and included a gender dimension with associated gender actions scheduled in the implementation and monitoring plan. These achievements were significant as they moved the project from gender-sensitive results to more gender-responsive results.

#### Conclusion and rating Gender

The mainstreaming of the gender perspective in project design is only moderately satisfactory as objectives are not very convincing and targets overestimated.

However, considering Madagascar’s context, and although the project did not achieve its female participation objectives in relative number, it largely surpassed its targets in absolute terms. Similarly, the CBIT Madagascar project did not manage to achieve its objectives in terms of gender mainstreaming in sectoral policies but achieved the impressive outcome of producing a national gender and climate change strategy.

Based on the above, the evaluators assess the gender dimension of the project as **Highly Satisfactory (HS)**.

### 3.6.2 Stakeholder engagement

**The project made significant efforts to engage stakeholders right from the PPG phase.**

Overall, 73 people were involved in the project design and preparation process and 26 engagements with stakeholders were held. These consultations informed the project’s stakeholder engagement plan for implementation as described in the ProDoc. It details for each stakeholders the name, appropriate method of engagement, location and the technical and financial resources to meaningfully engage them.

**During project implementation, stakeholders were consulted on multiple occasions** during validation workshops for several activities including the elaboration of methodological guidelines, the development of specific emission factors for the AFOLU and energy sectors and for the development of sectoral and national MRV systems. **In addition, key stakeholders were integrated in the PSC and therefore had oversight and control over project directions.** Finally, maintaining stakeholder engagement was achieved through the signature of MoUs between the BNCCC and sectoral ministries. The MoUs detailed the roles and responsibilities of each party and avoided disengagement caused by a lack of clear guidelines.

Three specific indicators were to be monitored annually as part of the stakeholder engagement plan: (1) number of stakeholder groups involved in project implementation phase, (2) number of people (sex disaggregated) who have been involved in the project implementation phase, (3)

number of engagements with stakeholders during the project's implementation phase. These were duly reported on in the PIRs.

**This ongoing engagement of project stakeholders proved effective for building ownership and meaningful participation.** Government's buy in and ownership is notably evidenced by the efforts that the BNCCC team and the national UNFCCC focal point put in ensuring the quality of reporting documents, the time they allocated to providing technical guidance to hired consultants and the participation of all the key stakeholders representing institutions from the priority GHG emissions sectors in the technical trainings. Furthermore, the BNCCC also insisted on involving stakeholders that had not been pre-identified during the PPG phase, i.e. journalists, television and radio stations.

**Some challenges still emerged, but these were effectively handled by the PMU:**

- engaging the private sector proved difficult in the initial phases of project implementation. Private operators working in hydrocarbon subsectors as well as in waste treatment and renewable energy had been identified during the PPG phase and were invited to participate in the two 2018 consultative workshops but very few responded and effectively attended. According to the 2021 PIR, this low participation can in part be explained by their lack of incentives to participate in project consultations and project activities. In the end, the project managed to engage about twenty private actors during implementation.
- the COVID-19 pandemic also posed a challenge for stakeholder engagement as several consultations could not be held.

In spite of this, the project team found creative ways to alleviate this obstacle (see section 3.5.4) and the number of stakeholder groups and engagements exceeded the targets set in the Stakeholder Engagement Plan by significant margins:

- Indicator 1 - number of stakeholder groups involved in project implementation phase: 11 groups were targeted and 105 were engaged as of June 2023.
- Indicator 2 - number of people (sex disaggregated) who have been involved in the project implementation phase: 264 people were targeted but 1,156 had been engaged as of June 2023.
- Indicator 3 - number of engagements with stakeholders during the project's implementation phase: 40 engagements were targeted but 75 happened as of June 2023.

#### Conclusion and rating Stakeholder Engagement

Stakeholders were engaged in large numbers already from PPG phase and targets set in the stakeholder engagement plan were exceeded.

The evaluators hence assess the stakeholder engagements of the project as **Highly Satisfactory (HS)**.

### 3.6.3 Accountability and Grievance Mechanisms

**The accountability and grievance mechanism (AGM) was designed in an appropriate and sound way, and it was socialized with stakeholders on various occasions.** According to the ProDoc, the BNCCC as the executing agency was to inform stakeholders about the AGM and to be the first point of contact to express grievances although contacts at CI and GEF were also communicated. The AGM provided for different channels for stakeholders to voice their concerns

including face-to-face meetings, written complaints, telephone conversations or email. The following graph, retrieved from the ProDoc, details the whole AGM process:

Two main types of potential complaints that could emerge as a result of the project were identified:

- complaints regarding institutional, regulatory and strategic infrastructure aspects
- complaints pertaining to operational aspects, including failure in the access, use and operation of MRV system elements or the creation of additional tasks for project stakeholders.

The AGM mechanism was to be available before the start of project activities and to be disclosed in both French and Malagasy to all stakeholders, with a view to the manners and means that were most appropriate to the context.

The AGM design ensured accountability and transparency, requiring the CBIT Madagascar team to make all grievance and responses publicly available on the web portal of the project, and provided for a maximum response time on the project's part. An ad-hoc Grievance Committee was established, chaired by the national project director (NPD), tasked with processing any grievances received. The ad-hoc grievance committee also comprised a PSC member whose sector was affected by the complaints, a representative of the sectoral department affected by the complaints, a representative of the stakeholder affected by the complaint, a representative of CI Madagascar and a member of the CSO whose field of intervention correspond to the sector concerned with the complaint. In its initial form, the AGM did not allow for anonymous grievances.

**However, despite the PMU's best efforts, the AGM was underutilized by project stakeholder;** no complaints or concerns were received throughout the entire project implementation. Initially, it was believed that this was because stakeholders were not sufficiently aware of the AGM and in response the project team multiplied activities to socialize the AGM including hanging up posters at project workshops, erecting the ad-hoc AGM committee, and the designation of a general AGM focal point and sectoral focal point in each ministry involved in the project. In spite of this, interviews revealed that several project beneficiaries do not recall there being such a mechanism.

Evidence collected suggests that the absence of grievances may have been due to a cultural issue: the voicing of grievances is not commonly done in a Malagasy working environment. It was suggested to amend the original plan to allow for anonymous complaints in order to make stakeholders more comfortable about voicing their grievances and to insist on the fact that there would be no retaliation towards those who express their grievances. In addition, several of the interviewees at TE mentioned that the word 'grievance' is perceived as negatively charged in the Malagasy culture, akin to the concept of litigation. The CI-GEF ESS staff recommended using a different terminology such as feedback mechanism to accommodate for cultural obstacles.

#### Conclusion and Rating Accountability and Grievance Mechanism

Despite a solid design and its repeated socialization with project stakeholders, the grievance mechanism was not used by stakeholders, most likely because of cultural factors.

Taking into consideration the substantial efforts made by the PMU and CI-GEF team to alleviate obstacles to grievances, the evaluators assess the AGM as **Satisfactory (S)**.

#### Overall conclusion and rating Safeguards

Based on the three ratings above, the evaluators rate the overall environmental and social safeguards as **Satisfactory (S)**.

## 4 CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

### 4.1 Conclusions

The Madagascar CBIT project scored high in most of its dimensions (Table 11). The project has made an important contribution towards building the institutional framework and tools to obtain more transparency in climate action in Madagascar. However, it must be complemented by further initiatives to operationalize the tools to be impactful in the long-run and to increase the sustainability of its results. Stronger attention should be paid to opportunities to foster women's engagement and leadership in the uptake of new skills, in light of the finding that female participants were able to better retain and apply the knowledge acquired through the project and share it with colleagues, compared to their male counterparts.

Table 11. Rating summary

Dimension	Rating
Relevance	Highly Satisfactory
Effectiveness	Satisfactory
Efficiency	Satisfactory
Overall outcome	Satisfactory
Sustainability	Moderately unlikely
M&E Design and Implementation	Highly Satisfactory
Performance Implementing Agency	Highly Satisfactory
Performance Executing Agency	Highly Satisfactory
Gender	Highly Satisfactory
Stakeholder Engagement	Highly Satisfactory
AGM	Satisfactory
Overall Safeguards	Satisfactory

### 4.2 Lessons learned

- Leaving room for project evolution even after the start of project implementation is key to ensure that the project reflects and addresses national priorities in an ever-changing context. The CBIT Madagascar project has demonstrated its flexibility leading to significant progress and impact, notably in terms of gender mainstreaming in climate policies at the national level.
- It is crucial to tailor the AGM to the cultural specificities of project intervention context. This is an important consideration for future projects in Madagascar, as the absence of filed concerns or grievances regarding the CBIT project is unlikely explained, at least solely, by unanimous stakeholder satisfaction with the project. In this specific case, it seems as though more thoughtful consideration should be paid to culturally appropriate terminology to promote its uptake by stakeholders.
- Project ambitions should be set at a level that reflects what is feasible to achieve in the context of the intervention. Here, the ambition had been set to achieve a higher proportion of female beneficiaries, which disregarded the pragmatic fact that the majority of people working in the environment sector within the ministries in Madagascar are in fact men.

- Having the department responsible for climate change at the ministerial level as lead executing agency ensured technical soundness of project activities and contributed to alleviating the hurdles associated with obtaining government approvals.
- The signing of MoUs between the BNCCC and the sectoral ministries provided an excellent basis to establish institutionalized collaboration in terms of data collection and data sharing on relevant climate action. Furthermore, this type of formalization increases the likelihood of the continuation of project's results past the project cycle.
- Although it was not an objective of the project, the struggle in recruiting qualified national consultants and the ensuing need to support national consultants' capacities contributed to building the technical skills of a national pool of consultants, which ought to be a precious resource not only for a potential CBIT II but also for other climate change projects aimed at strengthening transparency.
- The CBIT Madagascar project favored training technical profiles rather than more political profiles in order to decrease risks to knowledge retention within the ministries.

### 4.3 Recommendations

**Recommendation 1:** A minimum of three years to implement CBIT projects seems to be warranted regardless of the context in order to allow time for the PMU to find a good working relationship with the executing entity and to factor in delays related to the busy schedules and high workloads of targeted beneficiary staff at central ministries. In addition, already consider aligning partners and stakeholders for a follow-up phase.

**Recommendation 2:** Actively liaise and collaborate with existing initiatives and projects to encourage synergies and an overall coherence of climate transparency actions in the country. Improve intentionality in building on past projects in particular when beginning data collection in a CBIT II.

**Recommendation 3:** Make sure to clearly define what is expected from each activity and that the executing agency fully understands the activities to ensure smooth implementation and start of the PMU. It was flagged to the evaluators that the PMU initially struggled with understanding the activities and had to request several meetings with the consultant who had developed the ProDoc to get clarifications on the meaning of several technical activities. It was also not ideal that the staff of BNCC during the PPG phase were different from the members of PMU during implementation.

**Recommendation 4:** Factor in potential causes for delay that are outside of the immediate control of the PMU:

- Stakeholders' unavailability between November and January due to their attendance to the UNFCCC COPs as well as end of year holidays, when planning workshops and trainings, both in annual work plans and budgets as in the practical planning during implementation.
- Time needed for ministry approval on the date, location and ToRs/programme of a workshop or training

**Recommendation 5:** Design the exit strategy more thoroughly:

- Consider supporting a governmental decree to create a legal basis for climate data collection and sharing that will last beyond project cycle.

- Engage with the Ministry of Finance and Budget regarding the possibility of earmarking a budget line to climate transparency activities.
- Consider supporting investments beyond project cycle to ensure that project results are sustainable. In particular, find long-term solution for providing steady internet connection to the ministries.
- Provide dedicated training of trainers to foster the likelihood of knowledge retention.

**Recommendation 6:** Define baselines and end of project targets at the design stage for all levels of indicators.

**Recommendation 7:** Increase knowledge management efforts by keeping the project website up to date with project achievements.

**Recommendation 8:** Incorporate more practical elements into the training syllabus rather than focusing too much on theoretical aspects. Focus on learning-by-doing and potentially a longer availability of the consultants to provide a 'helpdesk' support to technical staff in sectoral ministries. Consultant's roles could be defined as training, guiding, and overseeing the work while the Government personnel could undertake the actual tasks e.g., during the development of transparency systems such as MRVs, GHGs, and the preparation of the reports such as the BURs, and National Communications,.

**Recommendation 9:** Focus the gender analysis at PPG stage on challenges and opportunities for women in government and public offices, and carefully record the baseline in terms of women in technical climate (data) related roles. Make sure that gender targets are realistic in the national context. Identify incentives and opportunities for female participation and fostering female leadership. This can also be helpful to set ambition for the project to support the UNFCCC gender action plan more widely at a national level.

**Recommendation 10:** Make sure that the AGM is culturally appropriate. Consider allowing for anonymous complaints to be taken into consideration and changing the terminology from "grievance mechanism" to "feedback mechanism" or another term void of negative connotations. Additionally, consider hiring a third-party (potentially an NGO or CSO) to collect grievances to minimize fear of retaliation.

**Recommendation 11:** Maintain efforts to engage with the private sector. Consider incentives for private actors' participation and MoUs with private actors for data collection and data sharing.

**Recommendation 12:** in terms of procurement for CBIT II or other climate transparency projects, consider using national consultants contracted and supported in CBIT I to further build (on) local skills. Consider furthermore the requirement that international Consultants incorporate a national consultant to support their work. With this approach, the country's local capacity in this field can be further built over time.

**Recommendation 13:** For a CBIT II: follow up on the 8 NDC policy briefs with recommendations that were developed under the current project.

**Recommendation 14:** Consider supporting for key government staff to participate in UNFCCC COPs, so that CBIT countries can learn from and share experiences with other countries.

**Recommendation 15:** Lobby for stable internet connections in all NDC sectoral ministries, for example by lobbying the Ministry of Finance and Budget to dedicate structural funding to this major enabling condition.

**Recommendation 16:** Ensure that deliverables delivered by consultants are grounded in empirical evidence or the consultant’s own analysis of the specific contexts of the sectoral ministries, instead of relying too heavily on literature reviews.



## ANNEXES

### ANNEX 1: Terminal Evaluation Terms of Reference

## ANNEX 2: Code of ethics

### APPENDIX 2: ETHICS STANDARDS

Conservation International's reputation derives from our commitment to our core values: Integrity, Respect, Courage, Optimism, and Passion and Teamwork. CI's Code of Ethics (the "Code") provides guidance to CI employees, service providers, experts, interns, and volunteers in living CI's core values, and outlines minimum standards for ethical conduct to which all parties must adhere.

**Any violations of the Code of Ethics should be reported to CI via its Ethics Hotline at [www.ci.ethicspoint.com](http://www.ci.ethicspoint.com).**

CI relies on the personal integrity, good judgment and common sense of all third parties acting on behalf, or providing services to the organization, to deal with issues not expressly addressed by the Code or as noted below.

#### Integrity:

- Act in good faith, responsibly, with due care, competence and diligence and maintain the highest professional standards at all times.
- Comply with all contractual terms as well as all applicable laws, rules and regulations, domestic and international, in every country where Services are carried out.
- Provide true representation of all Services performed.
- Never engage in any of the following acts: falsification of business document or receipts, theft, embezzlement, diversion of funds, bribery, or fraud.

#### Transparency:

- Avoid conflicts of interest and not allow independent judgment to be compromised.
- Not accept gifts or favors from sub-contractors, suppliers or other 3<sup>rd</sup> parties that would negatively impact the provision of Services to CI.

#### Accountability:

- Disclose to CI, at the earliest opportunity, any information you have or become aware of, that may result in a real or perceived conflict of interest or impropriety.
- Implement activities, provide Services and manage staff and operations in a professionally sound manner, with knowledge and wisdom, and with a goal of a successful outcome per the terms of this Agreement.

#### Confidentiality:

- Not disclose confidential or sensitive information obtained during the course of your work with CI.
- Protect confidential relationships between CI and other 3<sup>rd</sup> parties.

#### Mutual Respect and Collaboration:

- Engage with indigenous peoples and local communities in which CI works in a positive and constructive manner that respects the culture, laws, and practices of those communities, with due regard for the right of free, prior and informed consent.

**I hereby acknowledge receipt of CI's Code of Ethics and certify agreement and compliance therewith.**

FOR SERVICE PROVIDER:

By:  \_\_\_\_\_

Title: Sylvain Lacoursiere CFO

## ANNEX 3: TE audit trail

## ANNEX 4: Evaluation matrix

Dimension	Evaluation questions	Indicators	Sources	Methods and key information sources
<b>1. RELEVANCE: To what extent was the project strategy relevant to international, national and local stakeholders?</b>				
<b>Relevance of the project in relation with the problem it addresses</b>	Did the Project Document clearly and specifically identify the problem to be addressed?	Level of clarity and specificity of the problem analysis in the Project Document, including identification of root causes	ProDoc, Inception Workshop Report, Stakeholder engagement Plan	Desk review
<b>Consistency with GEF and CI priorities</b>	Was the project consistent with GEF focal areas and operational program strategies?	Existence of a clear relationship between GEF priorities and project objectives/ components	ProDoc GEF and CI strategies and programme documents, CI-GEF policies and procedures (available on CI-GEF website)	Desk review
	Was the project consistent with CI focal areas and operational strategies?	Existence of a clear relationship between CI priorities and project objectives/ components		
<b>Consistency with national and local stakeholder needs</b>	Was the project consistent with the needs/priorities at National level in Madagascar?	Existence of a clear relationship between relevant national policies and project objectives/ components	ProDoc, Inception Workshop Report, Stakeholder engagement Plan National plans, strategies and priorities about Climate change in Madagascar.	Desk review Interviews
<b>Project design</b>	Did the project intervention model offer the most effective way to address the identified problem?	Extent to which a clear and evidence-based relationship was established in project documents between the problem and project objectives/ components	ProDoc, PIRs CI, PMU, Executing partners	Desk Review Interviews
	How clear and logically integrated were the project objectives, outcomes, outputs, and activities?	Level of alignment between project objective, outcomes, outputs, activities, and the corresponding indicators Level of quality of the results framework in the Project Document		
<b>Coherence with other interventions</b>	Is there coherence and complementarity by the project with other actors and initiatives implementing capacity building interventions aimed at building	Other interventions in the sector described in the Project Document, and their possible linkages with the project	ProDoc, PIRs Documents from other relevant interventions CI, MEDD, PMU	Desk review interviews

	Madagascar's capacity to comply with the ETF?	Level of coherence and complementarity of the project with interventions of other donors		
<b>2. EFFECTIVENESS: Did the project achieve its targeted results and objectives?</b>				
<b>Outputs and outcomes</b>	Were there any changes in the results framework (including expected outputs and outcomes) after the start of implementation?	Evidence of changes in the results framework	ProDoc and planning documents PIRs, progress reports	Desk review Interviews
	To what extent has the project made progress in achieving the goals set out in the results framework included in the project document?	Progress toward targets at the output and outcome level	CI, PMU, Private sector, MEDD, PIRs	
	What has been the quality of the outputs and outcomes achieved?	Level of quality of outputs and outcomes achieved	Supervision mission report	
	What has been the progress in achieving the targets set out in the GEF Tracking Tool and the GEF core indicators?	Level of achievement of the targets set out in the GEF Tracking Tool and the GEF core indicators	Minutes of Steering Committee, meetings.	
	How feasible and realistic were the objectives given the time and budget available?	Level of feasibility of objectives, outcomes and outputs within the project's budget and timeframe	ProDoc, PIRs CI, PMU, Executing partners	Desk review Interviews
<b>Barriers and enabling factors</b>	What external actors and factors have enabled or hindered the achievement of expected outputs and outcomes?	Type of barriers and enabling factors	PIRs, Minutes of Steering Committee meetings, Supervision mission report CI, PMU, executing partners Private sector	Desk review Interviews
<b>3. EFFICIENCY: To what extent was the project implemented efficiently and adapted to changing conditions when necessary?</b>				
<b>Financing and co-financing</b>	Is there any difference between planned and actual expenditures? Why?	Level of discrepancy between planned and executed budget (total, by year and component)	ProDoc, progress reports, financial reports, budget execution analysis reports, audit report(s) CI, PMU, executing partners	Desk Review Interviews
	Did the leveraging of funds (co-financing) occur as planned? How did this affect project progress?	Level of discrepancy between planned and leveraged co-financing (in kind and in cash)		
	Were adequate accounting and financial systems in place for project management and the production of accurate and timely financial information?	Availability and quality of financial reports)		

	Have project resources been utilized in the most economical, effective and equitable ways possible?	Costs related to results achieved, compared to costs of similar projects in other organizations (if feasible given existing information)		
<b>4. SUSTAINABILITY: Will the benefits last?</b>				
<b>Factors affecting sustainability of project benefits</b>	To what extent do financial, sociopolitical, institutional, and environmental or other factors affect, positively or negatively, whether the project's results and impacts will be sustained in the long term?	Evidence of obstacles and/or risks to the sustainability of project results, their magnitude and extent	ProDoc, PIRs CI, PMU, executing partners Regional government representatives Private sector Supervision mission report	Desk review Interviews
<b>5. IMPACT: What extent has the project contributed to strengthening Madagascar's national capacity to fulfil its reporting obligations under the Enhanced Transparency Framework (ETF) of the Paris Agreement</b>				
<b>Progress to impact</b>	To what extent has the project contributed to strengthening Madagascar's capacity to implement the ETF?	Progress toward targets (impact indicators) Changes in capacities, governance architecture, access to and use of information	ProDoc, PIRs CI, PMU, executing partners Regional government representatives Private sector Supervision mission report	Desk review Interviews
	Through what processes have the impacts occurred (continuity, mainstreaming, replication, scaling up and market change)?	Qualitative evidence of progress toward impact and causal pathways	Regional government representatives Private sector Supervision mission report	
	If any, what are the barriers preventing further progress to impact?	Qualitative evidence or examples of barriers	PIRs Supervision mission report	Desk review Interviews
	Have there been any unexpected results (positive or negative)? To what extent has the project contributed to the National Gender and Climate Strategy?	Example of unintended results	PIRs CI, PMU, Private sector Supervision mission report	Desk review Interviews
<b>6. M&amp;E DESIGN AND IMPLEMENTATION</b>				
<b>M&amp;E design</b>	Did the project document include a complete and methodologically sound monitoring and evaluation plan?	Methodological soundness of the M&E plan, including baseline data	ProDoc, M&E plan	Desk review
	Were the indicators consistent with the project objectives, outcomes, outputs and activities?	Defined SMART indicators including the tracking of environmental, gender, and socio-economic results		

	Were the indicators SMART (specific, measurable, achievable, relevant and time-bound)?			
	Did the M&E plan define the responsibilities, logistics and schedule of M&E activities?	M&E funding (planned and disbursed)		
<b>M&amp;E implementation</b>	To what extent has the M&E plan been implemented?	Timeliness and quality of monitoring reports	PIRs Monitoring reports CI, PMU, executing partners Supervision mission report	Desk review
	Have any adjustments been made to the plan in a timely manner?	Extent to which the M&E system provides the necessary information to report on progress, establishes clear protocols, involves key stakeholders and uses existing data systems		Interviews
	Was information on specified indicators and relevant GEF focal area tracking tools gathered in a systematic manner?	Evidence of M&E of GEF focal area tracking tools		
	Have adequate resources been budgeted for M&E activities and have they been sufficient at the implementation stage?	Extent to which the budget for M&E activities was sufficient		
<b>7. IMPLEMENTATION AND EXECUTION</b>				
<b>Management arrangements</b>	To what extent is the management structure of the project appropriate? How is the distribution of responsibilities and resources, and how are the coordination mechanisms conducive to achieve progress?	Proof of effective working relationships	CI, PMU, executing partners Supervision mission report	Desk Review Interviews
<b>Quality of implementation</b>	How effective was the performance of the implementing entity (CI) (including implementation and supervision of project execution)?	Level of performance of implementing agency based on PIRs ratings Level of appreciation by main stakeholders of the performance of implementing agency	Annual workplans, PIRs and other progress documents CI, PMU, executing partners Supervision mission report	Desk Review Interviews
	Were all risks identified in the project document? How well have new risks been identified?	Extent to which the planning documents anticipated or reflected the risks faced by the project during implementation	Risk analysis Minutes of Steering Committee meetings	Desk review Interviews
	What has been the quality of the risk mitigation strategies developed? Have they been sufficient?	Quality of information systems in place to identify and analyze new risks Quality of risk mitigation strategies identified and implemented	CI, PMU, executing partners	



<b>Quality of execution</b>	How effective was the performance of the executing entities (including execution arrangements, work planning, procurement processes and project monitoring)?	Level of performance of executing agencies based on PIRs ratings  Level of appreciation by main stakeholders of the performance of executing agencies	Annual workplans, PIRs and other progress documents CI, PMU, executing partners Supervision mission report	Desk Review Interviews
<b>Adaptive management</b>	Has the project experienced any delays in its implementation? If so, for what reasons, and what actions were taken?	Responsiveness of implementing and executing agencies to recommendations made through the review processes (PIR) or by the PSC	PIRs, annual workplans, minutes of Steering Committee meetings, Supervision mission report CI, PMU, executing partners	Desk review Interviews
<b>Knowledge management</b>	To what extent has knowledge management been carried out based on the plan developed in the ProDoc?	Evidence of knowledge management strategy implemented and products developed	ProDoc PIRs, knowledge management products CI, PMU, executing partners National and Regional institutional stakeholders	Desk review Interviews
<b>8. ENVIRONMENTAL AND SOCIAL SAFEGUARDS</b>				
<b>Environmental and social safeguards</b>	Were the E&S Safeguards appropriately developed in the project design?		ESS Screening Form and ESS Analysis Report annexed to the ProDoc, E&S Safeguards documents	Desk review
	Have additional safeguards been activated during project implementation?	Evidence of additional safeguards activated	PIRs Supervision mission report	Desk review Interviews
<b>9. GENDER</b>				
	Was a gender analysis conducted?	Presence of a gender analysis	ProDoc	Desk review Interviews
	To what extent has the gender perspective been mainstreamed into project design, implementation and monitoring?	Existence of gender and human rights-based approaches into the project design  Extent to which the project was implemented in a way that ensures gender equitable participation and benefits.	Gender mainstreaming plan and PIRs, Supervision mission report, Workshop/training reports	

	To what extent were measures implemented to ensure gender equality in project implementation?	Extent to which the project implemented the gender action plan	Gender Mainstreaming and Gender Action Plan, PIRs, training reports	
	Were gender disaggregated data collected?	Extent to which gender disaggregated data on beneficiaries was gathered and reported on	ProDoc, PIRs, Gender Mainstreaming and Action Plan Supervision mission report Workshop/training reports, PMU, executing partners, key stakeholders	
	To what extent have gender considerations contributed to the success of the project?	Extent to which a causal link can be established between gender considerations and achievement of outcomes		
<b>10. STAKEHOLDER ENGAGEMENT AND ACCOUNTABILITY</b>				
	To what extent have project stakeholders' (private sector, civil society, etc) been involved and engaged in the project activities?	Existence of a stakeholder engagement plan Participation of relevant stakeholders into the project design  Level of stakeholder satisfaction regarding their involvement and engagement in the project	PIR, ProDoc, Safeguards Screening Form, Screening Results and Safeguards Analysis, gender mainstreaming plan, Stakeholder Engagement Plan, CI, PMU, executing partners Supervision mission report	Desk review Interviews
	How was the design of the grievance mechanism?	Existence and quality of the grievance mechanism in the project design		
	Has the accountability and grievance mechanism plan been effectively implemented?	Level of implementation of the AGM		
	Have any changes been made to ensure stakeholder participation? as a result of grievances expressed?	Types of changes made		

## ANNEX 5: Summary of rating scales

**Outcome Ratings** based on the performance of the relevance, effectiveness and efficiency criteria:

Rating	Justification
Highly satisfactory (HS)	Level of outcomes achieved exceeds expectations and/or there were not shortcomings.
Satisfactory (S)	Level of outcomes achieved was as expected and/or there were no or minor shortcomings.
Moderately satisfactory (MS)	Level of outcomes achieved more or less as expected and/or there were moderate shortcomings.
Moderately unsatisfactory (MU)	Level of outcomes achieved somewhat lower than expected and/or there were significant shortcomings.
Unsatisfactory (U)	Level of outcomes achieved substantially lower than expected and/or there were major shortcomings.
Highly unsatisfactory (HU)	Only a negligible level of outcomes achieved and/or there were severe shortcomings.
Unable to assess (UA)	The available information does not allow an assessment of the level of outcome achievements.

### Sustainability Ratings

Rating	Justification
Likely (L)	There is little or no risk to sustainability.
Moderately likely (ML)	There are moderate risks to sustainability.
Moderately unlikely (MU)	There are significant risks to sustainability.
Unlikely (U)	There are severe risks to sustainability.
Unable to assess (UA)	Unable to assess the expected incidence and magnitude of risks to sustainability.

### M&E Ratings

Rating	Justification
Highly satisfactory (HS)	There were no shortcomings and quality of M&E design/implementation exceeded expectations.
Satisfactory (S)	There were no or minor shortcomings and quality of M&E design/implementation meets expectations.
Moderately satisfactory (MS)	There were some shortcomings and quality of M&E design/implementation more or less meets expectations.
Moderately unsatisfactory (MU)	There were significant shortcomings and quality of M&E design/implementation somewhat lower than expected.
Unsatisfactory (U)	There were major shortcomings and quality of M&E design/implementation substantially lower than expected.
Highly unsatisfactory (HU)	There were severe shortcomings in M&E design and implementation.
Unable to assess (UA)	The available information does not allow an assessment of the quality of M&E design/implementation.

### Implementation and execution rating

Quality of implementation and of execution will be rated separately.

Rating	Justification
Highly satisfactory (HS)	There were no shortcomings and quality of implementation/execution exceeded expectations.
Satisfactory (S)	There were no or minor shortcomings and quality of implementation/execution meets expectations.
Moderately satisfactory (MS)	There were some shortcomings and quality of implementation/execution more or less meets expectations.
Moderately unsatisfactory (MU)	There were significant shortcomings and quality of implementation/execution somewhat lower than expected.
Unsatisfactory (U)	There were major shortcomings and quality of implementation/execution substantially lower than expected.
Highly unsatisfactory (HU)	There were severe shortcomings in quality of implementation/execution.
Unable to assess (UA)	The available information does not allow an assessment of the quality of implementation/execution.

### Environment and social safeguards

Rating	Justification
Highly satisfactory (HS)	There were no shortcomings and quality of environmental and social safeguard plans design/implementation exceeded expectations.
Satisfactory (S)	There were no or minor shortcomings and quality of environmental and social safeguard plans design/implementation meets expectations.
Moderately satisfactory (MS)	There were some shortcomings and quality of environmental and social safeguard plans design/implementation more or less meets expectations.
Moderately unsatisfactory (MU)	There were significant shortcomings and quality of environmental and social safeguard plans design/implementation somewhat lower than expected.
Unsatisfactory (U)	There were major shortcomings and quality of environmental and social safeguard plans design/implementation substantially lower than expected.
Highly unsatisfactory (HU)	There were severe shortcomings in quality of environmental and social safeguard plans design/implementation.
Unable to assess (UA)	The available information does not allow an assessment of the quality of environmental and social safeguard plans design/implementation.

## ANNEX 6: Documents reviewed

- Project Identification Form (PIF)
- Project Document (ProDoc), including annexes on:
  - Gender Mainstreaming Plan
  - Accountability and Grievance Mechanism
  - Stakeholder Engagement Plan
  - Safeguards Screening Form, Screening Results and Safeguards Analysis
- CEO Endorsement Request
- Annual budgets
- Quarterly technical and financial reports
- Financial audit report
- Supervision mission report
- Project Implementation Reports (PIRs)
- Annual workplans
- Knowledge management and products including other reports on the Global Support Programme's website
- Stakeholders contact list
- GEF focal area Tracking Tools and/or Core Indicators
- Minutes from PSC meetings
- Inception workshop report
- Relevant GEF, CI-GEF, CI programming documents, policies and guidelines
- Relevant national and legal documents

## ANNEX 7: Overview of interviews

Organisation	Person(s) to interview	Title or role in project	Interview dates or comments
CI-GEF	Laureen CHERUIYOT	GEF Project Support Manager Africa	9/04
	Ian KISSOON	Director, Environmental and Social Framework	10/04
	Juliana RIOS	Manager Environmental and Social Management Framework	10/04
	Elizabeth MAST	CI-GEF/GCF Grants Manager	9/04
	Rocky Marcelino	CI-GEF M&E manager	25/04
CI-Madagascar	Michele ANDRIANARISATA	Project Lead, PMU	15/04
	Patricia RASOAHANTARIVELO	Technical Manager, PMU	26/04
BNCC	Lantonirina RATOVOJANAHARY	Project Coordinator, PMU	17/04
	Haja RANDRIASANDRATANA	M&E manager, PMU	Invalid number, unreachable
	Jaona MANDIMBY ANDRIANARISOA	Additional M&E manager and CBIT Focal Point., PMU	21/03
	Lovakanto RAVELOMANANA	National Project Director	email bounced back. The evaluators tried contacting her over three or four different email addresses and telephone numbers, but to no avail.
	Hery RAKOTONDRAVONY	GEF Operational Focal Point	Agreed for meeting on March 20 but contact cancelled and wanted to book another appointment. Evaluators recontacted him on 15 April but received no response.
Industrial processes, Ministère de l'Industrialisation, du	Male	PSC member	19/03

Commerce et de la Consommation			
Waste, Ministere de l' Eau, de l' Assainissement et de l' Hygiene	Male	PSC member	17/04
Water Ressources, Ministere de l' Eau, de l' Assainissement et de l' Hygiene	Male	PSC member	19/03
Transportation, Ministère des Transports et de la Météorologie	Male	PSC member	18/03
Ministère de la Santé Publique	Male	PSC member	20/03
Ministère de l'Aménagement du territoire, de l'Habitat et des Travaux publics	Male	PSC member	20/03
WCS	Lovy RASOLOFOMANANA	PSC member	26/03
	Female	Trainee	05/04
	Female	Trainee	18/04

	Male	Trainee	17/04
	Female	Trainee	Was called by the evaluators but said she did not remember the project
	Male	Trainee	21/03
	Male	Trainee	18/03
	Male	Trainee	19/03
	Female	Trainee	04/04
	Male	Trainee	22/03





# Baastel

30 Years Promoting  
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