



TERMINAL REVIEW OF THE UNEP/GEF ENABLING ACTIVITY ID 9457

“DEVELOPMENT OF NATIONAL ACTION PLAN FOR ARTISANAL AND SMALL
SCALE GOLD MINING IN MADAGASCAR”

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Table 1: Project Identification Table

Executing Agency:	Ministry of Environment, Ecology, Sea and Forests of the Republic of Madagascar		
Sub-programme:	Chemicals and Wastes	Expected Accomplishment(s):	PoW 2016-2017 - Subprogramme 5 chemicals and waste -EA (a) countries increasingly have the necessary institutional capacity and policy instruments to manage chemicals and waste soundly, including the implementation of related provisions in the multilateral environmental agreements".
UN Environment approval date:		Programme of Work Output(s):	(2) Secretariat support provided to the INC to prepare the Minamata Convention on Mercury during the interim period, prior to its entry into force.
GEF project ID:	9457	Project type:	EA
GEF Operational Programme #:	2	Focal Area(s):	C&W
GEF approval date:	30/03/2016	GEF Strategic Priority:	Mercury
Expected start date:	May 2016	Actual start date:	10/11/2016
Planned completion date:	May 2018	Actual completion date:	February 2019
Planned project budget at approval:	\$500,000	Actual total expenditures reported as of Dec 18:	\$485,000
GEF grant allocation:	\$500,000	GEF grant expenditures reported as of Dec 18:	\$485,000
Project Preparation Grant - GEF financing:	n/a	Project Preparation Grant - co-financing:	n/a
Expected Medium-Size Project/Full-Size Project co-financing:	n/a	Secured Medium-Size Project/Full-Size Project co-financing:	n/a
First disbursement:	10/11/2016	Date of financial closure:	December 2018
No. of revisions:	0	Date of last revision:	N/A
No. of Steering Committee meetings:	n/a	Date of last/next Steering Committee meeting:	Last: n/a Next: n/a
Mid-term Review/ Evaluation (planned date):	n/a	Mid-term Review/ Evaluation (actual date):	n/a
Terminal Review (planned date):	March-August 2019	Terminal Review (actual date):	Q3 2019
Coverage - Country(ies):	Madagascar	Coverage - Region(s):	National
Dates of previous project phases:	n/a	Status of future project phases:	n/a

Executive Summary

This report is the Terminal Review of the enabling activity entitled “Development of National Action Plan for Artisanal and Small-Scale Gold Mining in Madagascar”. The project was implemented by the United Nations Environment Programme and executed by the Ministry of Environment, Ecology, Sea and Forests of Madagascar. Madagascar was eligible for GEF funding for the project in order to comply with Article 7 of the Minamata Convention. The budget of the project was of \$500,000 and no co-financing was allocated. The project was request was submitted on March 16th, 2016 and implementation began in November 14th, 2016, date of the first disbursement of cash advance. The project was successfully implemented in the 24-month period set at the design stage and was not extended. By December 2018, and as per the last expenditure report, the total cumulative expenditure to date (\$485,000) represents 97% of the total budget, leaving a total cumulative unspent balance to date (15,000) of 3% of the budget to cover the final evaluation.

The project objective was the development of a National Action Plan to reduce the use of mercury and mercury compounds in, and the emissions and releases to the environment of mercury from, artisanal and small-scale gold mining and processing is facilitated by the use of scientific and technical knowledge and tools by national stakeholders in Madagascar. To reach this objective, the project defined four components:

1. National information exchange, capacity building and knowledge generation.
2. Establishment of Coordination Mechanisms and organization of processes.
3. Develop a national overview of the ASGM sector, including baseline, estimates of mercury uses and practices.
4. Development, endorse and submit to the Minamata Convention Secretariat NAP for the ASGM.

The National Action Plan was officially endorsed by the Government of Madagascar and submitted to the Minamata Convention Secretariat in December 2018. It is now available to the public on the Minamata Convention website.

This terminal review is based primarily on a desk review of project documents, outputs and reports, and complemented by interviews with available stakeholders via telephone, Skype and online questionnaires.

Evaluation criteria	Rating
Strategic Relevance	Highly Satisfactory
<i>Alignment to MTS and POW</i>	Highly Satisfactory
<i>Alignment to UNEP/GEF/Donor strategic priorities</i>	Highly Satisfactory
<i>Relevance to regional, sub-regional and national issues and needs</i>	Highly Satisfactory
<i>Complementarity with existing interventions</i>	Highly Satisfactory
Quality of Project Design	Satisfactory
Nature of External Context	Favourable
Effectiveness	Satisfactory
<i>Achievement of outputs</i>	Satisfactory
<i>Achievement of direct outcomes</i>	Satisfactory
<i>Likelihood of impact</i>	Likely
Financial Management	Highly Satisfactory
<i>Completeness of project financial information</i>	Highly Satisfactory
<i>Communication between finance and project management staff</i>	Highly Satisfactory
<i>Compliance with UNEP standards and procedures</i>	Highly Satisfactory
Efficiency	Satisfactory

Monitoring and Reporting	Highly Satisfactory
<i>Project reporting</i>	Highly Satisfactory
<i>Monitoring design and budgeting</i>	Highly Satisfactory
<i>Monitoring implementation</i>	Highly Satisfactory
Sustainability	Likely
<i>Socio-political sustainability</i>	Moderately Likely
<i>Financial sustainability</i>	Likely
<i>Institutional sustainability</i>	Likely
Factors Affecting Performance	Satisfactory
<i>Preparation and readiness</i>	Satisfactory
<i>Quality of project management and supervision</i>	Satisfactory
<i>Stakeholder participation and cooperation</i>	Satisfactory
<i>Responsiveness to human rights and gender equity</i>	Moderately Satisfactory
<i>Country ownership and driven-ness</i>	Satisfactory
<i>Communication and public awareness</i>	Highly Satisfactory
<i>Catalytic role, replication and scaling up</i>	Moderately Satisfactory

Conclusions

The project has successfully reached its objective of national stakeholders in Madagascar using scientific and technical knowledge and tools to develop a National Action Plan to reduce the use of mercury and mercury compounds in, and the emissions and releases to the environment of mercury from artisanal and small-scale gold mining.

The project was strategically relevant to UNEP's priorities and was complementary to previous interventions in Madagascar, in its efforts to implement and comply with the Minamata Convention. It builds on the Minamata Initial Assessment and the notification to the convention secretariat that the ASGM sector is more than insignificant, in accordance with Article 7. An estimated 95% of all gold mining in the country is artisanal and small-scale, and informal.

The data gathering aspect of the project was successful and allowed relevant stakeholders to have an assessment of the sector, the conditions of work and the amount of mercury used, emitted and released from ASGM. The project design was realistic, and the time frame sufficient to develop and officially endorse the National Action Plan. No financial mismanagement or issues were reported, and the budget did not require revision during the implementation. Monitoring, reporting and evaluation plans were executed as per the project design, and all stakeholders interviewed complimented the process and felt implicated and their views heard and reflected in the outputs.

However, the political sustainability of the future implementation of the NAP was questioned by stakeholders, particularly on the lack of cooperation of foreign operators of ASGM sites, and the role of the government in the inaccessibility of these sites. These concerns should be addressed by the government as the priority issue to address when starting to implement the NAP.

Also, all finalized awareness raising materials should have the approval of the Global Mercury Partnership for technical guidance and the approval of the IA before disseminating posters and flyers containing the UNEP logo.

Moreover, gender equity was considered, but its written with a focus was on women and children. It should be reformulated to highlight the differences between men and women, as to not give the impression that it is only focused on women. This is positive overall and does not affect the quality of the report but should

be reformulated to fit the definition of gender mainstreaming in chemicals and waste. This is discussed further in the quality of project design section.

The NAP developed is a high-quality assessment of the ASGM sector and strategy to reduce the use of mercury and formalize the sector. Its future implementation is however largely dependent on political ownership, international cooperation and the availability of GEF funds.

Lessons learned

- Data collection and field visits are vital to the NAP project: not only does it provide a realistic assessment of the amounts of mercury used in, and emitted and released by the ASGM sector, but it also allows the executing agency to come in contact with the local communities and consider their needs and concerns when developing the NAP.
- Awareness raising and sensitization materials should have the approval of the UNEP Task Manager before dissemination, especially when containing the UNEP logo.
- The gender considerations of the NAP project should be defined and explained at the design stage, as defined in guidance developed by UNEP and the GEF.

Recommendations

- Madagascar should investigate the foreign operated ASGM sites, the illegal import of mercury and its use on these sites as a priority when considering the implementation of the NAP.
- When developing future NAP projects, the Implementing Agency should define gender considerations in the LogFrame, with targets, indicators and means of verification. This will anchor the considerations in the project document, give the EA with a clear expectation of results and facilitate the execution and evaluation of this aspect.
- Awareness raising and sensitization materials produced should only be used after the consultation and approval of UNEP and the Global Mercury Partnership as a part of the Global Component I. The executing agency should provide copies of the support materials to the UNEP Task Manager.

Introduction

The following report is the Terminal Review (TR from hereafter) of the enabling activity project entitled “Development of National Action Plan for Artisanal and Small-Scale Gold Mining in Madagascar”. The project’s objective is to facilitate the development of a National Action Plan (NAP from hereafter) to reduce the use of mercury and mercury compounds in, and the emissions and releases to the environment from, artisanal and small-scale gold mining (ASGM from hereafter) and processing by the use of scientific and technical knowledge and tools by national stakeholders in Madagascar.

The project was executed by the Ministry of Environment, Ecology, Sea and Forests (MEESF from hereafter). Madagascar signed the Minamata Convention on 10 October 2013 at the Conference of Plenipotentiaries, held in Kumamoto, Japan. The Convention was ratified on 13 May 2015. The MEESF has since undertaken different activities related to the implementation of the MC, such as the creation of a National Committee to support implementation, development of a project to reduce the use of mercury containing products and improve mercury waste management, as well as conduct and submit the Minamata Initial Assessment (MIA), which has revealed that ASGM in Madagascar is more than insignificant.

On 13 January 2016, the National Focal Point of the Minamata Convention in Madagascar notified the Interim Secretariat of the Minamata Convention on Mercury, in accordance with Article 7 of the Minamata Convention, that ASGM and processing was more than insignificant within Madagascar. On 15 January 2016, the GEF Operational Focal Point of Madagascar endorsed the development of an ASGM National Action Plan in Madagascar with UNEP as Implementing Agency. The project was developed based on the guidelines for the development of ASGM National Action Plans approved by the Minamata COP.

The GEF Chief Executive Officer endorsed the project on 30 March 2016 as part of GEF’s efforts to achieve the objectives of its Chemicals and Waste Focal Area Strategy, in particular Goal 1 “develop the enabling conditions, tools and environment for the sound management of harmful chemicals and wastes”; Program 2 “support enabling activities and promote their integration into national budgets and planning processes, national and sector policies and actions and global monitoring”.

The overall budget was of \$500,000 and no co-financing was allocated. The project proposal was prepared and submitted in 2016, with a duration of 24 months starting from the first disbursement in November 2016. By December 2018, and as per the last expenditure report, the total cumulative expenditure to date (\$485,000) represents 97% of the total budget, leaving a total cumulative unspent balance to date of 3% of the budget (\$15,000) to cover the final evaluation.

The project is relevant to Madagascar’s 2015 – 2019 UN Development Assistance Framework (UNDAF)¹ areas of cooperation (d) rural development and environment and (e) health. It also is relevant to the empowerment of communities in order to ensure that preservation of the environment includes affected communities. In the spirit of cooperation, the United Nations Country Team was invited to participate as a stakeholder of the National Coordination Mechanism. Madagascar is the first country in the region to complete the NAP project and to submit it to the MC Secretariat. This is in line with Madagascar’s involvement in the MEAs related to chemicals management.

The project also contributed to achieve UNEP’s Programme of Work for 2016-2017² through its expected accomplishment A under Sub-programme 5: Chemicals and Waste, and in line with the Medium-Term Strategy³ (MTS) by increasing each country’s capacity to manage chemicals and waste, and by increasing

¹ https://www.undp.org/content/dam/unct/madagascar/docs/UNDAF_2015-2019-web.pdf

² http://wedocs.unep.org/bitstream/handle/20.500.11822/7703/-Proposed_biennial_programme_of_work_and_budget_for_2016%E2%80%932017_Report_of_the_Executive_Director-2014PoW_2016-2017_as_approved_by_UNEA_Jun2014_.pdf.pdf?sequence=3&isAllowed=y

³ https://wedocs.unep.org/bitstream/handle/20.500.11822/7670/-UNEP_Medium_Term_Strategy_2014-2017-2015MTS_2014-2017.pdf.pdf?sequence=3&isAllowed=y

collaboration between the secretariats of chemicals and waste-related multilateral environmental agreements.

This TE is addressed to the participant country, the executing agency, the implementing agency and the financing agency, as well as any other country or agency in the region intending to learn from previous experience of the NAP projects or planning a similar enabling activity.

The Terminal Review

The TR was carried out in September and October 2019 by an independent consultant, Ines Benabdallah, under the supervision of the Task Manager of the GEF Team at the Chemicals and Health Branch of the Economy Division of UN Environment Programme.

The TR has two main objectives: first to provide evidence of results to meet accountability requirements; and second to identify lessons of operational relevance for future project formulation on the national and regional level, and for the overall implementation of the Minamata Convention. This will be done through promoting operational improvement, learning and knowledge sharing between national stakeholders. To be effective, the review had a focus on **how** and **why** the results of the project were achieved, beyond displaying what the results were. Therefore, the evaluator aimed to differentiate between what would have happened in the absence of the project and what happened as a result of the project nationally.

The TR aims to be a participatory process, and the evaluator has been in contact with various members of the project National Coordination Mechanism throughout the review period. It was impossible to arrange travel to Madagascar due to the lack of time; therefore, all the interviews were conducted via telephone or via an online questionnaire, except for the Task Manager interview which was a semi-structured conversation in person. Most members of the project National Coordination Mechanism were regretfully unavailable for interviews.

The interviews, the project outputs and the project documentation review were the main evidence used in verifying the outcomes of the project components. The performance of the project was evaluated in terms of relevance, effectiveness and efficiency, as well as its actual and potential outcomes and impacts and their sustainability. It also consisted of a likelihood of impact assessment, identifying intended and unintended effects. The factors and processes affecting project performance were assessed throughout the report, relating to preparation and readiness, quality of management and supervision, stakeholder participation, public awareness, country ownership and responsiveness to human rights and gender equity. Finally, the project financing and the monitoring and evaluation systems were reviewed. All findings in this report are based on referenced evidence, and the sources were cross-checked to the extent possible, while the logic behind the evaluator's judgement is explained when necessary.

The Project

Context

The Minamata Convention on mercury aims to protect human health and the environment from man-made emissions and releases of mercury and its compounds; through a set of measures to control the supply and trade, including limitations on certain specific sources of mercury such as primary mining, and to control mercury-added products and manufacturing processes in which mercury or mercury compounds are used, as well as artisanal and small scale gold mining. In addition, the Convention also contains measures on the environmentally sound interim storage of mercury and on mercury wastes, as well as contaminated sites⁴.

⁴ <http://www.mercuryconvention.org/Convention/Text/tabid/3426/language/en-US/Default.aspx>

According to the MC Secretariat, “pursuant to Article 7.3 of the Minamata Convention, a Party that at any time determines that artisanal and small-scale gold mining and processing in its territory is more than insignificant shall notify the Secretariat. Such Party shall also develop and implement a national action plan in accordance with Annex C of the Convention; submit its national action plan to the Secretariat no later than three years after entry into force of the Convention for it or three years after the notification to the Secretariat, whichever is later; and thereafter, provide a review every three years of the progress made in meeting its obligations under Article 7 and include such reviews in its reports submitted pursuant to Article 21.

At its first meeting, the Conference of the Parties agreed to the use of the guidance⁵ on the preparation of national action plans.⁶”

According to a national estimate report on the ASGM sector, Madagascar uses a minimum of 16,329.3 Kg of mercury in the ASGM⁷, which is responsible for 95% of gold production⁸, despite existing legislation (Le décret n° 2015-1035) forbidding the use of chemical processes in gold mining. It is therefore assumed that most of the mercury use is informal or conducted by foreign miners. Moreover, according to the National Institute of Statistics, Madagascar does not import mercury, which leads to the assumption that the mercury is imported illegally and makes it difficult to quantify. The MIA indicates that the activity rate of Gold (and silver) extraction with mercury amalgamation processes from whole ore was 780 kg Hg/y. The mercury releases from this sub category was 2,340 Kg Hg/y which most quantity of it releases to air 1,755 Kg Hg/y.

The main environmental authority in Madagascar, the MEESF, has previous experience in mercury management, despite the absence of a national legislative framework or policies to manage mercury. There is limited information on the state of the environment in the context of the project, and most of the data is derived from estimates and from the MIA. However, Madagascar is making significant efforts to regulate chemicals in general, through its work on other MEAs such as the Basel, Rotterdam Stockholm and Vienna conventions. The project is therefore relevant to the national priorities, and it is essential for the government to have a detailed picture of the ASGM sector, formalize activity and protect human health and the environment from the use, emissions and releases of mercury.

Field visits to 54 sites were conducted in 43 communes, 14 Regions between 22 Regions, where 11 ASGM sites using mercury were identified. The six sites in the Vatovavy Fitovinany region are: Ambaladara, Antongona, Ambalamanasa, Melokovy, Manambato and Sandrakely. The two sites in the Atsimo Andrefana region are: Maninday and Farezy. The two sites in the Diana region are: Betsiaka and Ankatoko. The site in the Atsinanana region is Antongobato.

The field sites allowed for the project to estimate the total number of gold miners in the country at 630,736, based on the number of gold mining households and number of miners per household.

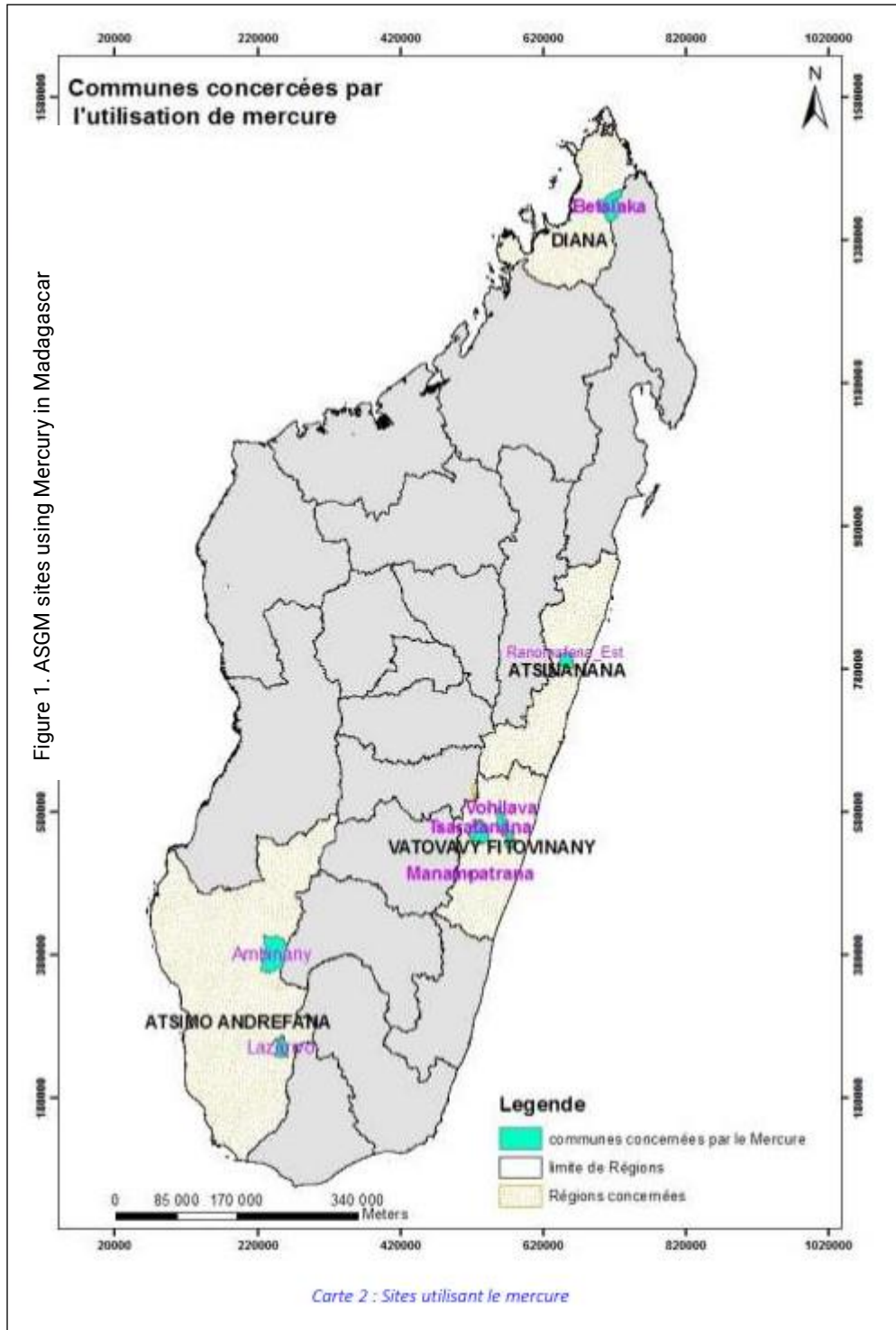
The project did not face challenges on an institutional level, on the contrary, it saw stronger collaborations between the MEESF and the Agence Nationale de la filiere Or (ANOR), working under the tutelage of the Ministry in charge of Mines. However, the denial of access to the sites managed by foreign private sector operators, therefore the impossibility of gathering data on the use of mercury at these sites as well as the lack of administrative data available on national and foreign operations of gold mining was a significant challenge when gathering data. This did not affect the development and submission of the NAP, therefore cannot be considered a challenge that affected the project results.

⁵ <http://www.mercuryconvention.org/Convention/Formsandguidance/tabid/5527/language/en-US/Default.aspx>

⁶ <http://www.mercuryconvention.org/Countries/Parties/NationalActionPlans/tabid/7966/language/en-US/Default.aspx>

⁷ National Action Plan, Madagascar, December 2018, page 9

⁸ Project Document « GEF ID 9457 »



Objectives and Components

⁹ National Action Plan Madagascar, December 2019, page 20

The project's objective is to facilitate the development of National Action Plan to reduce the use of mercury and mercury compounds in, and the emissions and releases to the environment of mercury from, artisanal and small-scale gold mining and processing by the use of scientific and technical knowledge and tools by national stakeholders in Madagascar.

The project's components are:

5. National information exchange, capacity building and knowledge generation.
6. Establishment of Coordination Mechanisms and organization of processes.
7. Develop a national overview of the ASGM sector, including baseline, estimates of mercury uses and practices.
8. Development, endorse and submit to the Minamata Convention Secretariat NAP for the ASGM.

The rationale of how the project structure delivers against the project's results framework can be found under the Theory of Change reconstruction chapter.

Milestones and Key dates in Project Cycle

- Actual start: 15 November 2016.
- Mid-Term Evaluation (MTE from hereafter) date: Because of the nature of enabling activities, and the small scale of the project, the MTE is not required. Therefore, the monitoring and evaluation consist only of quarterly progress reports from the executing agency, quarterly expenditure reports, the independent financial audit to be completed before the financial closure of the project and the independent terminal review.
- Project extensions: There were no project extensions.
- The Project Cooperation Agreement (PCA from hereafter) was signed by both parties on the 2nd October 2016 and remained in force until the 31st December 2018.
- Planned project completion date: 15 November 2018; Actual completion: 31 December 2018.

Implementation Arrangements

The implementing agency for the project is UN Environment and the financing body is the GEF in accordance with Article 13 on the financial mechanism of the Minamata Convention; included in the [GEF V Focal Area Strategies](#) document under the Strategic Objective 3 Pilot Sound Chemicals Management and Mercury Reduction, specifically under outcome 3.1 to build country capacity to effectively manage mercury in priority sectors.

The MEESF was the executing agency for the project, using the coordination mechanism established during the implementation of the MIA project to establish a new National Coordination Mechanism and Stakeholder Advisory Group. These arrangements are described in further detail under the Stakeholder Analysis.

Quarterly progress and expenditure reports were submitted by the MEESF to the UNEP/GEF team Task Manger. The required independent financial audit was carried out by an independent audit entity, under the responsibility of the executing agency on the 21st February 2019.

Project Financing

Table 2. Expenditure by Outcome/Output

Component/sub-component/output <i>All figures as USD</i>	Estimated cost at design	Actual Cost/ expenditure	Expenditure ratio (actual/planned)
1. National information exchange, capacity building and knowledge generation.	69,500	69,902	1.01
2. Establishment of Coordination Mechanisms and organization of processes.	21,500	21,902	1.02
3. Develop a national overview of the ASGM sector, including baseline, estimates of mercury uses and practices.	237,046	235,839	0.99
4. Development, endorse and submit to the Minamata Convention Secretariat NAP for the ASGM.	101,500	101,903	1.01
Project Management	45,454	45,454	1
Monitoring and Evaluation	25,000	10,000	0.4

Table 3: Co-financing Table

Co financing (Type/Source)	UNEP own Financing		Government		Other*		Total		Total Disbursed
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
- Grants	0								0
- Loans									0
- Credits									0
- Equity investments									0
- In-kind support									0
- Other (*)									0
Totals	0	0	0	0	0	0	0	0	0

* This refers to contributions mobilized for the project from other multilateral agencies, bilateral development cooperation agencies, NGOs, the private sector and beneficiaries.

Table 4: GEF Financing Resources Requested by Agency, Country and Programming of Funds

GEF Agency	Trust Fund	Country/Region/ Global	Focal Area	Programming of Funds	(in \$)		
					GEF Project Financing (a)	Agency Fee (b)	Total (c)=a+b
UNEP	GEFTF	Madagascar	Chemicals and Wastes	Mercury	500,000	47,500	547,500
Total GEF Resources					500,000	47,500	547,500

The project did not receive co-financing.

The total expenditures as reported on 6 January 2019: \$485,000 (97% of total budget).

The total unspent balance as reported on 6 January 2019: \$15,000 (3% of total budget). This amount is withheld by UNEP to pay for the Terminal Evaluation.

As of 21 February 2019, UNEP has advanced a total amount of \$410,000 to the executing agency and has had a direct expenditure of \$65,000 for the sub-contract with the Global Mercury Partnership. The amount not yet disbursed by UNEP is of \$25,000, which is the total amount of the 5% final payment to the executing agency and the amount UNEP will expend directly to pay for the Terminal Evaluation.

Project Partners

The key project partners were:

- MEESF as the executing agency
 - The National Coordination Mechanism as the decision-making committee
 - The National Stakeholder Advisory Group as a consulting body feeding into the NCM.
- UNEP as the implementing agency
- The GEF as a financing agency
- Global Mercury Partnership as a project partner

Changes in Design during implementation

No changes to the project design were made during the 24-month period of implementation.

Theory of Change – Reconstructed

Based on the project document and the original design LogFrame, the ToC was reconstructed. The evaluator carried out the reconstruction using the GEF Evaluation Office Review of Outcomes to Impacts methodology. There are three stages to this method:

- 1) the first stage is identifying the intended impacts of the project, consisting of the project objective and the global environmental benefits (GEB);
- 2) the second stage is reviewing the project's LogFrame, including outcomes, milestones and assumptions;
- 3) and the last stage is analyzing the outcomes to impacts pathways.

The below diagram, Figure 1, has been constructed based on the original design's LogFrame, which includes a situation analysis, a causes-to-ends diagram and single generic causal pathway.

In the diagram, the emphasis was placed on impact pathways; linking the project activities (green boxes to the left) to the outputs, they generated (yellow boxes). The assumptions made at the design stage (Labelled "A" boxes) are also identified and linked to the relevant output. These assumptions are essential for the likelihood of realization of the intended impacts, and the most general and overarching assumptions are not linked to individual outputs, but rather to the intermediate state (blue box).

Because of the scoping nature of this project, there is one major pathway of outcomes to impact identified, along with one intermediate state, and goes as follows:

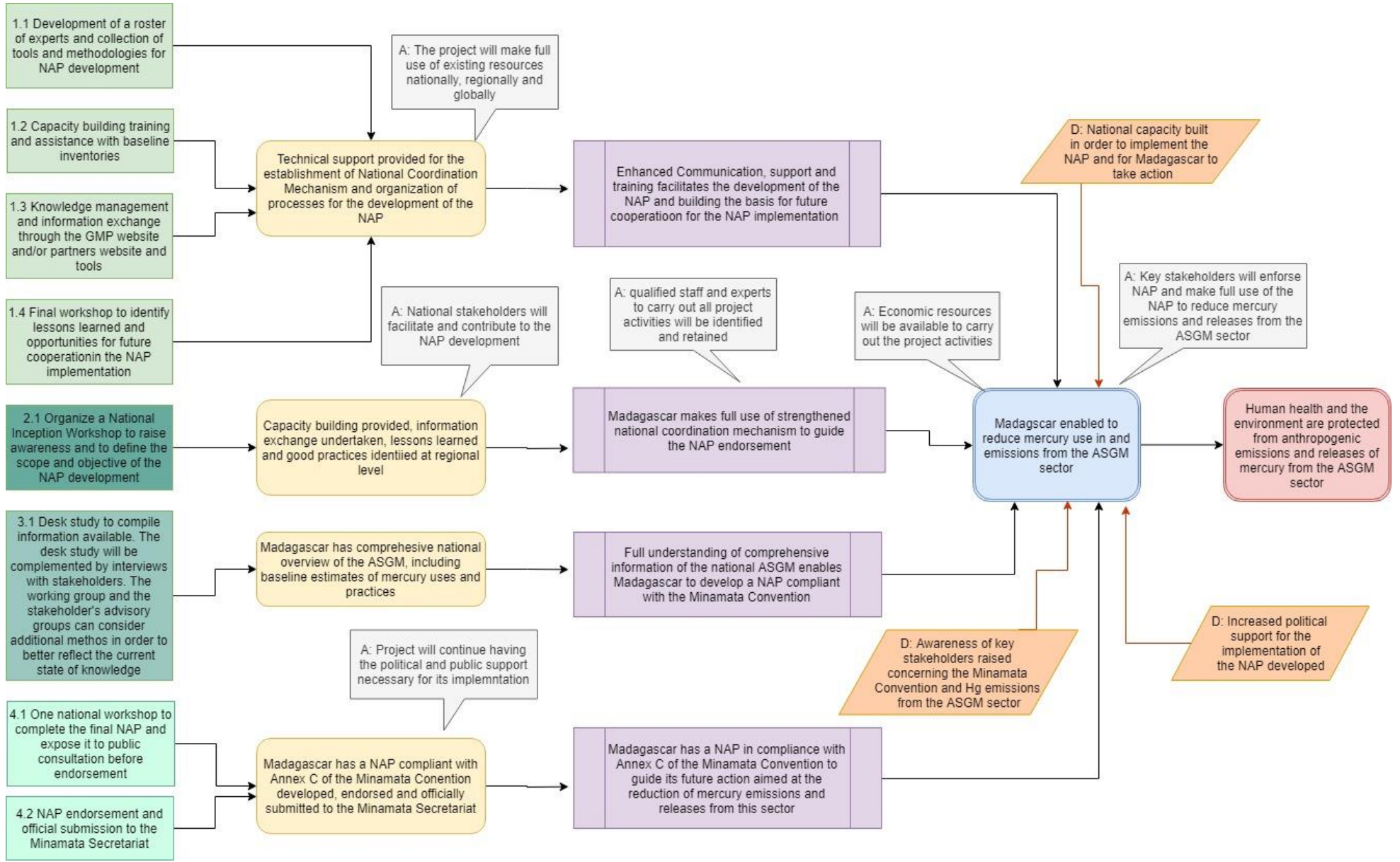
Impact pathway 1 - Data Collection and Establishment of National Action Plan: From outcomes 1, 2, 3, and 4 to project objective (red box).

The fulfilment of the project objective requires the success of all five main outcomes, and each outcome is linked to the next in a causal/continuous sequential logic.

For Madagascar to comply with Article 7 of the Minamata Convention on reducing mercury use in and emissions and releases from the ASGM sector, it must enhance communication, support and training to facilitate the development of the NAP and build the basis for future cooperation for the NAP implementation (Outcome 1). This in turn will render Madagascar able to use the strengthened national coordination mechanism to guide the NAP endorsement (Outcome 2). The national mechanism's work will enable the understanding of comprehensive information of the national ASGM which enables Madagascar to develop a NAP compliant with the Minamata Convention (Outcome 3) and in turn develop, endorse and officially submit a NAP compliant with Annex C of the MC (Outcome 4).

Consequentially, at this stage, the project has reached the intermediate state at which all relevant stakeholders are informed of the extent of mercury presence, use, emissions and releases from the ASGM sector, and have a NAP to guide decision making in its implementation. All the above consequentially leads to the implementation of the Minamata Convention, which directly supported the project's GEBs.

Figure 2. Reconstructed Theory of Change at Design



Review Findings

This chapter will answer the questions raised in the review terms of reference and in the “review criteria matrix” presented in the inception report of the terminal review. It will present factual findings and analyze and interpret them to the best of the evaluator’s ability. A rating will be provided for each criterion.

Strategic Relevance

UNEP’s mandate and policies

The project contributed to sub-programme 5: Chemicals and Waste, as it is a step towards “*Work under the sub-programme will aim to achieve the entry into force and implementation of the Minamata Convention on Mercury*”, identified in the UN Environment’s Proposed Biennial Programme of Work 2016-2017¹⁰. The project also contributed to the UN Environment Medium Term Strategy 2014-2017¹¹, under the harmful substances area and the Chemicals and Waste sub-programme. It is in line with the strategy, as it increases the participating countries’ capacity to manage chemicals and waste and increases collaboration with the secretariats of chemicals and waste-related multilateral environmental agreements. The institutional and regulatory framework strengthening also falls under the same strategy, making the project perfectly relevant and in line with UNEP’s mandate at the time of project design.

The GEF’s strategic objectives

Mercury is a priority chemical under the chemicals and waste focal area strategy under both GEF V and GEF VI : under GEF V, it is addressed as a part of the Strategic Objective 3 Pilot Sound Chemicals Management and Mercury reduction, which has as an outcome 3.1 to build country capacity to effectively manage mercury in priority sectors; while under GEF VI, it is addressed as a part of the Chemicals and Waste Focal Area Strategy, CW1, program 2: Support enabling activities and promote their integration into national budgets, planning processes, national and sector policies and actions and global monitoring. It details the funding mechanism, also identified by the MC under Article 13. The outcomes of the project are crosscutting and contribute to fulfilling other CW objectives under GEF VI¹².

National and regional priorities

As discussed in the project context section, the ASGM sector is significant in Madagascar: the number of miners, the informal nature of 95% of the sector, the affected areas, and the use of mercury are a concern. In accordance with the Minamata Convention, and in line with the continued efforts Madagascar has been making to soundly manage chemicals and waste, this project is aligned with the national priorities.

Devising the National Action Plan has two important dimensions: the data collection, which clarifies the problem formulation and allows the national and local authorities to understand the sector from the economic, social and environmental perspective; and the action plan which will attempt to bring solutions to the identified problems through the work of various stakeholders on the local, regional, national and international levels.

¹⁰ [http://wedocs.unep.org/bitstream/handle/20.500.11822/7703/-Proposed biennial programme of work and budget for 2016%E2%80%932017 Report of the Executive Director-2014PoW 2016-2017 as approved by UNEA Jun2014 .pdf.pdf?sequence=3&isAllowed=y](http://wedocs.unep.org/bitstream/handle/20.500.11822/7703/-Proposed%20biennial%20programme%20of%20work%20and%20budget%20for%202016%20-%202017%20Report%20of%20the%20Executive%20Director-2014PoW%202016-2017%20as%20approved%20by%20UNEA%20Jun2014.pdf.pdf?sequence=3&isAllowed=y)

¹¹ [http://wedocs.unep.org/bitstream/handle/20.500.11822/7703/-Proposed biennial programme of work and budget for 2016%E2%80%932017 Report of the Executive Director-2014PoW 2016-2017 as approved by UNEA Jun2014 .pdf.pdf?sequence=3&isAllowed=y](http://wedocs.unep.org/bitstream/handle/20.500.11822/7703/-Proposed%20biennial%20programme%20of%20work%20and%20budget%20for%202016%20-%202017%20Report%20of%20the%20Executive%20Director-2014PoW%202016-2017%20as%20approved%20by%20UNEA%20Jun2014.pdf.pdf?sequence=3&isAllowed=y)

¹² [https://www.thegef.org/sites/default/files/documents/GEF-6 Programming Directions.pdf](https://www.thegef.org/sites/default/files/documents/GEF-6%20Programming%20Directions.pdf)

As the first NAP project to reach completion, this project and this terminal review will provide conclusions and lessons learned, to support and improve NAP projects in the Africa region.

Rating for strategic relevance: Highly satisfactory.

Quality of project design

As per the terminal review inception report: The project design is rated satisfactory, as per the UNEP Quality of Project Design Assessment (Annex 1). This section will discuss each criterion in the assessment and will summarize the strengths and weaknesses of the design.

It should be noted that this project was modelled after the cookie cutter design of the GEF ID #9276 “Regional project on the development of National Action Plans for the Artisanal and Small-Scale Gold Mining in Africa”. Therefore, the situation analysis, the Logical Framework (LogFrame from hereafter) and the Theory of Change (ToC from hereafter) are the same for all NAP projects.

The project is an enabling activity, aiming to gather all available information the use and the emissions and releases of mercury in the ASGM sector in Madagascar, in order to facilitate the development of a National Action Plan to reduce the use of mercury and mercury compounds in, and the emissions and releases to the environment of mercury from ASGM and processing by the use of scientific and technical knowledge and tools by national stakeholders in Madagascar. Therefore, elements of external context are not expected to challenge the project performance. The project document does not include any mention of the likelihood or ongoing conflict, natural disaster, or a change in government. It is therefore assumed that the external context is favourable for the sound implementation of the project.

The preparation of the project was overall rated satisfactory. There is an adequate problem analysis presented in narrative form under Part II section A “Background and context”, under the headline “ASGM in Madagascar”. The data available on the situation is limited, making the description brief. This is expected, as the one of the project’s aims is to set a baseline of available information. The situation analysis is not a part of the project document but was a part of the original project design: it is presented in diagram form as cause – problem – effect and is adequate for this project. The stakeholder analysis is preliminary and not in depth and this is acceptable at the design stage. Part of Outcome 2 is to identify stakeholders and assign roles and identify the coordination mechanism for project implementation. There is no mention of consultations as they will be conducted during implementation. In the initial process of drafting the project document, no affected groups were left out.

In regard to concerns relating to sustainable development in terms of integrated approaches to human or natural systems, the project will assess the situation with regard to mercury in the ASGM sector and its emissions and releases in Madagascar. It will not take direct action on the ground but assessment and the national overview of the ASGM sector will assist Madagascar to identify priority issues in relation human health and the environment and where socioeconomic and environmental considerations will be identified. On the gender considerations, the project does not mention concerns, however, it will consider in particular the potential negative impacts of policies to reduce mercury use in the ASGM to women and other disadvantaged or vulnerable groups, as well as the potential negative impacts as impairment of indigenous people’s livelihoods. The purpose of the NAP is to identify alternatives to mercury use and not to impair livelihoods and economic opportunities.

The project is designed in line with the GEF and UN Environment’s priorities and Programme of Work, therefore fitting in the context of working towards the sound management of chemicals and waste and supporting the countries meet their obligations under the different MEAs. The GEF, as a financial mechanism of the MC agreed to allocate in its sixth replenishment \$30 million to support enabling activities and promote their integration into national budgets and priorities. On a national level, Madagascar has ratified the Minamata Convention and submitted its MIA in a timely manner, which has identified ASGM as

a sector that contributes significantly to mercury emissions. The supervision arrangements are well planned and explicitly stated in the project document, which is essential for sound implementation and in the same line, the financial planning does not display any deficiencies at this stage.

The ToC and LogFrame are not attached to the project document but found in the original project design as a diagram presenting the causal pathway and a LogFrame table. The causal pathway is described in narrative form under section B of the ProDoc. The LogFrame includes project milestones, means of verification of deliverables, baselines and targets. There is a lack of baseline data for most indicators, because the project is an initial assessment to establish baselines. The assumptions of the project are clearly formulated in a list, however, there is no risk assessment, which makes the preparedness of the project moderately satisfactory.

It would have been preferable if the ToC and the LogFrame were adjusted to the country, particularly as it is necessary for the stakeholders to understand and to be able to freely refer to the LogFrame during implementation. It is also necessary to include a risk assessment in any project design: the environmental social and economic safeguards checklist can be considered a substitute to the risk assessment; however, it does not fully replace it in terms of planning and value.

The shortcomings of the project design are the way it addresses the gender aspects of the NAP: the project design ensures the participation of women's organizations in project design, implementation and monitoring by including women in the NCM and consultations with at-risk and vulnerable communities, as well as collecting disaggregated data and including gender considerations in the NAP. The issue however is the lack of means of verification in the LogFrame and in thinking of "gender considerations" as "women and children considerations". The UNDP Guidance "Chemicals and gender"¹³ considers "*The relative status of women and men, the interaction between gender and race, class and ethnicity, and questions of rights, control, ownership, power, and voice—all have a critical impact on the success and sustainability of every development intervention*". The design of the project should also be clearly stating that it will be looking into the health, social and economic considerations for **men and women** working in the ASGM sector, in an explicit comparative way.

According to the gender rating scale in "Evaluation on Gender Mainstreaming in the GEF", by the Independent Evaluation Office of the GEF, this project can be qualified as gender partially mainstreamed: "Gender is reflected in the context, implementation, LogFrame, or the budget". More guidance should be further developed and provided on this aspect by the Global Component.

Rating for quality of project design: Satisfactory.

Effectiveness

Achievement of outputs

The outputs of this project are the following:

1. Capacity building provided, information exchange undertaken, lessons learned, and good practices identified at regional level.
2. Technical support provided for the establishment of National Coordination Mechanism and organisation of processes for the development of the NAP.
3. A comprehensive national overview of the ASGM sector, including baseline estimates of mercury uses and practices.

¹³ https://www.undp.org/content/undp/en/home/librarypage/environment-energy/chemicals_management/chemicals-and-gender.html

4. A NAP compliant with Annex C of the Minamata Convention developed, endorsed and officially submitted to the Minamata Secretariat.

A desk review of the project documentation, reporting and feedback received during stakeholder consultations has confirmed the good quality of work and the good reception of the project outputs.

1. Capacity building provided, information exchange undertaken, lessons learned, and good practices identified at regional level.

This output has been achieved successfully. The following 5 indicator targets have been achieved, as per the LogFrame:

- (a) a roster of experts has been developed and shared with the executing agency on 28 February 2018.
- (b) a suite of tools to assist the development of the national ASGM overview were produced in collaboration with experts including a baseline estimates toolkit to collect and analyse data, a mobile data collection tool to store and manage the data and the MAPX platform to map and monitor the data. These tools are verified and available on the Global Mercury Partnership website under the NAP starter kit¹⁴.
- (c) three training and capacity building workshops were conducted, including on the field practical training at ASGM sites with proven mercury use. The field expert was recommended by the Global Mercury Partnership and the training ToRs were reviewed.
- (d) attending one regional Africa workshop on developing ASGM baseline estimates and capacity building organized by UNEP on Nairobi in May 2017.

2. Technical support provided for the establishment of National Coordination Mechanism and organisation of processes for the development of the NAP.

This output has been achieved successfully. The following indicator targets have been achieved, as per the LogFrame:

- (a) representatives of the ministries of Environment, Population, Commerce, Mines, Agriculture, Population and Finances and Budget were active participants of the NCM¹⁵, fulfilling the target of at least 4 ministries represented.
- (b) over 8 stakeholder groups are represented such as: national institute for statistics, miners and engineers' associations, development NGOs, protection of consumers association and women's rights NGOs¹⁶. The executing agency has provided the list of participants and the detailed minutes of every workshop and meeting, as well as the list of participants of the consultations with the NAG. These are available publicly as annexes of the NAP document.

3. A comprehensive national overview of the ASGM sector, including baseline estimates of mercury uses and practices.

This output has been achieved successfully. The following indicator targets have been achieved, as per the LogFrame:

¹⁴ <https://web.unep.org/globalmercurypartnership/node/54/>

¹⁵ National Action Plan Madagascar, 2018, page 93-94

¹⁶ National Action Plan Madagascar, 2018, page 93-94

(a) a national overview was developed by the local consultants in consultation with the NCM and NAG, and a validation workshop was held on March 6th, 2018 to endorse the overview, attended by fifty members of the NCM. It is currently not yet available on the Global Mercury Partnership website.

4. A NAP compliant with Annex C of the Minamata Convention developed, endorsed and officially submitted to the Minamata Secretariat.

This output has been achieved successfully. The following indicator targets have been achieved, as per the LogFrame:

(a) the NAP was endorsed and submitted to the MC Secretariat in December 2018. It is verifiable and available publicly at the Minamata Secretariat website. The executing agency received support from the partnership and feedback from the international expert on the formulation of the NAP.

5. Awareness raising materials

The executing agency produced two posters, one targeting the communities near the ASGM sites, warning about the dangers of mercury and one targeting the miners, highlighting alternative methods to mercury. The posters are simple, contain very direct messages. However, and although surely unintentional, some of these images exaggerate the effects of mercury, such as the illustration of the effects on health used for the poster below:

Figure 3: Awareness raising poster disseminated during field visits



The use of inaccurate images is not necessarily dangerous, in this instance, because the aim is to warn the population of ASGM communities about the dangers of mercury use, emissions and releases. It however displays a lack of effort and might contribute to the exaggeration of the effects of mercury on human health and creating a panic reaction in the general population. It is recommended that the EA should consult the UNEP Task Manager before disseminating these materials, considering that the UNEP logo is used. The

Global Component should consider developing clear guidelines that it can provide to countries to standardize the awareness raising in other NAP projects.

The executing agency has also conducted missions on advocacy, awareness and dissemination of results of the NAP in the south western region of the island. The report of missions and the posters serve as a means of verification. It is impossible to estimate the outreach or impact, but the evidence provided suggest a satisfactory impact directly in concerned communities.

Stakeholder involvement

The evaluator could not travel to Madagascar due to time restrictions. It was difficult to reach most stakeholders, many of which do not have regular or reliable access to the internet or did not responded to the request for interviews. The stakeholders interviewed are all part of the National Coordination Mechanism or participated in the delivery and review of the outputs and deliverables. All stakeholders reported highly satisfactory and consistent communication. The various meetings coordinated by the EA were efficient and supported the participation of stakeholders and the feedback loop processes: giving members of NCM and NAG the opportunity to provide comments and considerations to the reports of local experts on various chapters of the NAP has provided many opportunities for exchange.

The EA has participated in a regional meeting on ASGM in Africa held in Nairobi and has reported having benefited from attending this meeting. The stakeholders and counterparts from the region could benefit from a lessons-learned workshop in the near future to discuss the challenges that arose during the implementation of the project in Madagascar.

The project has made use of the previously existing networks and has attempted to the extent possible to implicate stakeholders from all relevant sectors, including but not limited to national and regional authorities, communal authorities, civil society, private sector such as mining, energy and engineering associations, national and local experts and gender-oriented NGOs. Stakeholders report feeling engaged and satisfied

Despite the overall success of the stakeholder engagement process throughout the implementation period, the foreign gold mining exploitations did not cooperate with the project. According to the findings of field missions, certain ASGM sites were not accessible for unidentified reasons, and the miners and responsible people for the sites did not allow local experts entry or share any information about the use of mercury in these sites. According to the findings of the evaluation, certain stakeholders presume the foreign operators of these sites, where mercury is being used in the amalgamation process, were unhappy about the project and feel their livelihood is threatened by the project and the authorities.

The evaluation cannot make any claims as to the reasons behind the inaccessibility of the sites. However, it is essential for the national authorities to investigate this issue further, in order to understand why the experts were not allowed on site, how the foreign operators of the sites import mercury, the conditions of work the foreign miners have and the techniques used in gold extraction and amalgamation.

Likelihood of impact

The likelihood of impact assessment is a tool used to identify how likely the project contribution to impact may be. This is a theoretical approach to assessing the impact of the project, due to the actual measurement being difficult to obtain for this project. It is an assessment tool of the internal logical of the project.

The evaluator used the assessment of likelihood of impact decision tree, which revealed that the impact pathway is moderately likely. The detail of the decision tree can be seen in figure 3 below. The reason for this rating is that the assumptions to move beyond the first intermediate state (Madagascar enabled to reduce mercury use in and emissions from the ASGM sector) are partially in place / or effectively promoted. These assumptions include availability of funding, continued cooperation of all qualified stakeholders, national governmental support for the NAP, the political backing for the implementation of the Minamata Convention and the willingness and cooperation of national and foreign operators to comply with the NAP.

Figure 4. Decision Tree Diagram of the Rating of Likelihood of Impact Along a Causal Pathway

Evaluation Office of UN Environment		Last revised: 23.01.17	
A DECISION TREE TO TO GUIDE THE RATING LIKELIHOOD OF IMPACT ALONG A CAUSAL PATHWAY			
(Select the appropriate dropdown answer in C5 to reveal the next steps)			
Reset Form	Select Response		Select Response
	↓		↓
Direct outcome achieved?	YES		YES
Direct outcome designed to feed into a continuing process after project funding?	YES		
Assumptions to move to first intermediate state hold?	YES		
Drivers to help move to first intermediate state in place and / or effectively promoted?	YES		
First 'intermediate state' of the pathway achieved or very likely to be achieved?	YES		
Assumptions to move beyond first intermediate state hold?	Partially	Forward linkage exists but is limited PATHWAY RATING = Moderately Likely	

The intentional positive impacts of this project are: producing a baseline overview of the ASGM sector in Madagascar and data on the use, emissions and releases of mercury in the sector; awareness raising among stakeholders, multiple levels of local authorities and the general population about the dangers of mercury on human health and the environment; elaboration and dissemination of the action plan towards the formalization of the ASGM sector, a reduced and eventually eliminated use of mercury and safe and reliable alternatives to mercury amalgamation. These positive impacts are a direct result of the project outputs and outcomes as defined in the reconstructed ToC.

An unintended positive effect of the field missions was to provide access to free medical consultations to miners and to the local population in the ASGM sites visited. This has increased awareness on the dangers

of mercury and gathered a lot of interest from local and neighbouring communities and governance structures, who promised to carry the message in other local and regional meetings.

The project has provided the tools for change but has not played a catalytic role. It is expected that in their efforts to implement and comply with the Minamata Convention, the national stakeholders and government institutions will implement the NAP. The project has therefore achieved its objective. The only notable institutional change is the strengthening of the relationship between the MEESF and ANOR, through their collaborative effort during implementation. It is deduced from stakeholder feedback that the NCM has also been strengthened and will continue to work towards the application of the NAP.

The project has been designed as a cookie cutter, and various NAP projects similar in structure are currently being implemented in countries with more than insignificant ASGM sectors.

Overall, with the necessary commitment from the government of Madagascar and the cooperation of foreign operators of ASGM sites, the NAP can be implemented and the danger to human health and the environment from mercury use and emissions can be curtailed.

Attainment of objectives and planned results

The project's findings and deliverables, namely the compiled and officially endorsed NAP, the executive summary, the field mission reports and the awareness raising materials were made available to stakeholders and guidance materials developed by the Global Mercury Partnership were all made available online through their website. This has been confirmed via stakeholder feedback to the terminal review, and access to materials, guidance and deliverables has not been an issue.

Compliance of assumptions

The LogFrame of the original project design states that the following assumptions were made at the design stage:

- *"The project will make full use of existing resources nationally, regionally and globally"*: The terminal review findings suggest this assumption holds.
- *"National stakeholders will facilitate and contribute to the NAP development"*: The terminal review findings suggest this assumption holds.
- *"The project will continue having the political and public support necessary for its implementation"*: The project did indeed have the support necessary and has come to its objective, however, the political support for the implementation of the NAP has been questioned by a minority of stakeholders. This assumption partially holds.
- *"Qualified staff and experts to carry out all project activities will be identified and retained"*: The terminal review findings suggest this assumption holds.
- *"Economic resources will be available to carry out the project activities"*: The funds were secured at the design stage; therefore, this assumption holds. The decision to fund the implementation of the NAP will be taken by the funding entities.
- *"Key stakeholders will enforce NAP and make full use of the NAP to reduce mercury emissions and releases from the ASGM sector"*: As mentioned above, a small number of stakeholders has expressed concerns over the implication of the government in the future implementation and enforcement of the NAP, especially relating to the foreign operators of ASGM sites.

Rating for effectiveness: Satisfactory.

Efficiency

The project was able to achieve its goal without any particular challenges arising, with the exception of the inaccessibility of certain foreign operated ASGM sites. The executing agency has performed well in its capacity and has produced and endorsed a well drafted NAP.

The budget was not revised during the implementation phase.

All feedback received during stakeholder consultations indicates efficient and effective management and communication by the executing agency, including praise for their responsiveness, availability and capacity to integrate feedback.

The project was not extended, and all activities were undertaken in a timely manner.

All reports from the EA to the IA were sent in a timely manner and communication was constant between the two agencies in times of need.

The project's NCM was built on the network established during the implementation of the MIA project, which has increased project efficiency. The team leading the implementation at the EA is also the same team that implemented the MIA project, maximising resources and ensuring that the relevant stakeholders are implicated in the newly formed NCM.

The project was cost effective, and all funds were spent according to the original budget. Effective management privileged hiring five local experts: one to coordinate the experts and compile findings, one to carry out a legal and institutional assessment, one to work on baseline estimates of mercury use in the ASGM sector in Madagascar, one to carry out a socio-economic assessment and one to carry out a public health assessment. The local experts have produced good quality reports at a cost-effective rate. The international consultant was hired from the Africa region, Ivory Coast, and has provided valuable contributions and trainings to the local experts and staff.

The Task Manager did not attend the inception or validation workshops in Madagascar, in order not to duplicate efforts, as a staff member from the Global Mercury Partnership attended the inception workshop as well as some field visits on two separate occasions. This also aimed at reducing air travel and cost reduction.

Rating for efficiency: Satisfactory.

Financial management

All quarterly expenditure reports were completed and were made available for the terminal review. The reports provide sufficient detail of what the expenditures were and reflect how the executing agency managed the funds. Some errors in amounts reported were found in the final expenditure reports, which were corrected by the Task Manager at the IA. As of the time of PCA expiry, the 31st December 2018, there is a remaining balance of \$25,000 of the budget undisbursed: this includes \$15,000 payment for the terminal review that is withheld by UNEP to pay the evaluator and \$10,000 as the final payment of 5% of total budget, which is paid out at project closure, after the terminal review is approved by the evaluation office.

There are no financial irregularities to be reported based on the desk review of financial management documentation and the independent audit conducted on 21 February 2019 by Julien M. Randrianarimanana, from IZOHA, for the MEESF concluded that the accounting and finances were in line with international norms.

Rating for financial management: Highly satisfactory.

Monitoring and Reporting

The monitoring and reporting mechanism of the project is based on quarterly reports of expenditures, half yearly reports of progress, and constant communication in between the EA and the IA where need be. The main channel of communication is email. Nationally, the EA, the NCM and the NAG remained in contact via email, phone, skype and meet during staff missions. All stakeholders report excellent communication, helpful feedback, and overall willingness of all involved parties to solve any problems that arose and to learn from them.

The EA has provided the inception workshop report immediately following the workshop and has submitted reports of the NCM meetings in accordance with the monitoring and evaluation time frame available in the ProDoc. It has also submitted the terminal report with supporting evidence. No budget was allocated for the above, because these were integrated under the four components of the project. The EA also conducted a government audit of the project in accordance with clauses 36-38 of the Project Cooperation Agreement. UNEP is responsible for conducting the terminal review through an independent external consultant.

All the funds allocated for monitoring and evaluation were used to support these activities, based on the financial reports and stakeholder feedback. All financial and progress reports are complete, accurate and readily made available for the terminal review.

No concerns of mismanagement or issues in communication were reported.

Rating for monitoring and reporting: Highly satisfactory.

Sustainability

Sustainability is understood as the probability of direct outcomes being maintained and developed after the close of the intervention. Considering that most the assumptions made at the design stage of the project hold, and that the nature of the external context assessment is favourable, there are no social factors that have influenced the project's progress towards its intended impacts. The project received positive traction and generated interest from local authorities and miner communities living in and near ASGM sites.

As for political factors, concerns were raised about the commitment of the government to the implementation of the NAP, claiming that the reasons behind the inaccessibility of foreign-operated ASGM sites are due to a lack of cooperation from the operators and the willingness of national authorities to turn a blind eye to the use of mercury on these sites. The terminal review has not found any evidence to support these claims, however, further investigation of the illegal import, use and disposal of mercury should be the top priority for the government of Madagascar. It is also noted that the political commitment to the implementation of the NAP can be threatened by any political instability.

The level of ownership displayed by the MEESF is satisfactory and the project team are qualified and sufficiently knowledgeable in the management of projects and on the ASGM issue. However, in order to implement the NAP, further cooperation between the government agencies and between the latter and the private sector foreign ASGM operators is encouraged. This is crucial for complying with the Minamata Convention and the elimination of mercury use in ASGM.

Working further with regional and communal authorities in the regions where ASGM is the main source of revenue is essential for the sustainability of the outcomes and the successful implementation of the NAP. Continued capacity building, awareness raising, and field visits are encouraged to keep the momentum created by the initial field visits during the project implementation, and to accelerate the formalization of the ASGM sector.

Pragmatically, this project has achieved its direct impact, and produced a NAP that was officially endorsed and submitted to the Minamata Secretariat. The implementation of the NAP financially solely depends on the GEF as the financial mechanism, and the partner implementing agencies of the GEF. The availability of funding is relatively secure and will depend on the quality of the project design at the stage of submission to the GEF Secretariat.

It was impossible for the evaluator to visit Madagascar, limiting the scope of this review. Feedback to the evaluation demonstrated appreciation for the quality of the NAP and for the frequency and quality of communication between the EA, the IA and national counterparts, experts and the civil society.

Rating for Sustainability: Likely.

Conclusions and Recommendations

Conclusions

The project has successfully reached its objective of national stakeholders in Madagascar using scientific and technical knowledge and tools to develop a National Action Plan to reduce the use of mercury and mercury compounds in, and the emissions and releases to the environment of mercury from artisanal and small-scale hold mining.

The project was strategically relevant to UNEP's priorities and was complementary to previous interventions in Madagascar, in its efforts to implement and comply to the Minamata Convention. It builds on the Minamata Initial Assessment and the notification to the convention secretariat that the ASGM sector is more than insignificant, in accordance with Article 7. An estimated 95% of all gold mining in the country is artisanal and small-scale, and informal.

The data gathering aspect of the project was successful and allowed relevant stakeholders to have an assessment of the sector, the conditions of work and the amount of mercury used, emitted and released from ASGM. The project design was realistic, and the time frame sufficient to develop and officially endorse the National Action Plan. No financial mismanagement or issues were reported, and the budget did not require revision during the implementation. Monitoring, reporting and evaluation plans were executed as per the project design, and all stakeholders interviewed complimented the process and felt implicated and their views heard and reflected in the outputs.

However, the political sustainability of the future implementation of the NAP was questioned by stakeholders, particularly on the lack of cooperation of foreign operators of ASGM sites, and the role of the government in the inaccessibility of these sites. These concerns should be addressed by the government as the priority issue to address when starting to implement the NAP.

Also, all finalized awareness raising materials should have the approval of the Global Mercury Partnership for technical guidance and the approval of the IA before disseminating posters and flyers containing the UNEP logo.

Moreover, gender equity was considered, but its written with a focus was on women and children. It should be reformulated to highlight the differences between men and women, as to not give the impression that it is only focused on women. This is positive overall and does not affect the quality of the report but should be reformulated to fit the definition of gender mainstreaming in chemicals and waste. This is discussed further in the quality of project design section.

The NAP developed is a high-quality assessment of the ASGM sector and strategy to reduce the use of mercury and formalize the sector. Its future implementation is however largely dependent on political ownership, international cooperation and the availability of GEF funds.

Lessons learned

- Data collection and field visits are vital to the NAP project: not only does it provide a realistic assessment of the amounts of mercury used in, and emitted and released by the ASGM sector, but it also allows the executing agency to come in contact with the local communities and consider their needs and concerns when developing the NAP.
- Awareness raising and sensitization materials should have the approval of the UNEP Task Manager before dissemination, especially when containing the UNEP logo.
- The gender considerations of the NAP project should be defined and explained at the design stage, as defined in guidance developed by UNEP and the GEF.

Recommendations

- Madagascar should investigate the foreign operated ASGM sites, the illegal import of mercury and its use on these sites as a priority when considering the implementation of the NAP.
- When developing future NAP projects, the Implementing Agency should define gender considerations in the LogFrame, with targets, indicators and means of verification. This will anchor the considerations in the project document, give the EA with a clear expectation of results and facilitate the execution and evaluation of this aspect.
- Awareness raising and sensitization materials produced should only be used after the consultation and approval of UNEP and the Global Mercury Partnership as a part of the Global Component I. The executing agency should provide copies of the support materials to the UNEP Task Manager.

Annex 1. Quality of Project Design

Evaluation Office of UN Environment

Last revised: 26.10.17

ASSESSMENT OF PROJECT DESIGN QUALITY (PDQ)

A.	Nature of the External Context ³		YES/NO	Comments/Implications for the evaluation design <i>(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)</i>	Section Rating - Highly Unfavourable to Highly Favourable
1	Does the project document identify any unusually challenging operational factors that are likely to negatively affect project performance?	i) Ongoing/high likelihood of conflict?	No	The project document does not identify any unusual challenging operational factors.	Highly favourable
ii) Ongoing/high likelihood of natural disaster?		No			
iii) Ongoing/high likelihood of change in national government?		No			
B.	Project Preparation		YES/NO	Comments/Implications for the evaluation design <i>(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)</i>	Section Rating
2	Does the project document entail a clear and adequate problem analysis?		yes	The problem analysis is present in narrative form in the project document, under Part II, section A "enabling activity background and context", under the headline "ASGM in Madagascar". Due to limited data on the problem, the description is brief.	Satisfactory
3	Does the project document entail a clear and adequate situation analysis?		yes	The situation analysis was part of the original project design as a cookie cutter project. It is not attached to the project document (perhaps should be in the future). The situation analysis is presented in diagram form as cause -- problem -- effect.	
4	Does the project document include a clear and adequate stakeholder analysis?		yes	The stakeholder analysis is preliminary and not in depth. This is acceptable at the design stage, because the nature of the project. Part of outcome 2 is to identify stakeholders and assign roles, and identify coordination mechanism for project implementation.	

5	<i>If yes to Q4: Does the project document provide a description of stakeholder consultation during project design process? (If yes, were any key groups overlooked: government, private sector, civil society and those who will potentially be negatively affected)</i>		no	The project document does not provide a description of the stakeholder analysis (see above). In the initial process, no affected groups were left out.	
6	Does the project document identify concerns with respect to human rights, including in relation to differentiated gender needs and sustainable development?	i) Sustainable development in terms of integrated approach to human/natural systems	no	The project will assess the situation regarding Hg in the ASGM sector and related emissions and releases in Madagascar. It will not take direct action on the ground but assessments and the national overview of the ASGM sector will assist Madagascar to identify priority issues in relation to human health and the environment and where socioeconomic and environmental considerations will be identified.	
		ii) Gender	no	The project does not include "concerns"; however, it will consider in particular the potential negative impacts of policies to reduce Hg use in the ASGM sector to women and other disadvantaged or vulnerable groups.	
		iii) Indigenous peoples	no	The project design has considered indigenous people and the NAP will consider the potential negative impacts to reduce Hg use in the ASGM sector as impairment of indigenous people's livelihoods. The purpose of the NAP is to identify alternatives to Hg use and not impair livelihoods.	
C.	Strategic Relevance		YES/NO	Comments/Implications for the evaluation design <i>(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)</i>	Section Rating
7	Is the project document clear in terms of its alignment and relevance to:	i) UNEP MTS and PoW	yes		Satisfactory
		iii) UNEP/GEF/Donor strategic priorities (incl Bali Strategic Plan and South South Cooperation)	yes	the GEF is a financial mechanism of the MC. The GEF assembly in 5th meeting held in 2014 agreed to allocate in GEF6 replenishment \$30m to support enabling activities and promote their integration into Nat budget etc. GEF supports chemicals and waste under its focal area.	
		ii) Regional, sub-regional and national environmental priorities?	yes	yes, the project document describes national priorities and SDGs and how the project will contribute to each respectively.	
		iv) Complementarity with other interventions	yes	Madagascar ratified Minamata Convention and submitted MIA which identified ASGM as significantly contributing to Hg emissions.	

D.	Intended Results and Causality		YES/NO	Comments/Implications for the evaluation design <i>(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)</i>	Section Rating
8	Is there a clearly presented Theory of Change?		yes	The ToC was part of the original project design as a cookie cutter project. It was not attached to this project document.	Moderately Satisfactory
9	Are the causal pathways from project outputs (goods and services) through outcomes (changes in stakeholder behaviour) towards impacts (long term, collective change of state) clearly and convincingly described in either the lograme or the TOC?		yes	The ToC was part of the original project design as a cookie cutter project. It was not attached to this project document. Same for LogFrame	
10	Are impact drivers and assumptions clearly described for each key causal pathway?	-	No	One assumption and one driver described under the objective tree.	
11	Are the roles of key actors and stakeholders clearly described for each key causal pathway?		No	This ToC is a cookie cutter and therefore does not contain specific stakeholders to this project. However, the nature of the project does not require a specific assignment of key actors in the ToC	
12	Are the outcomes realistic with respect to the timeframe and scale of the intervention?		Yes		
E.	Logical Framework and Monitoring		YES/NO	Comments/Implications for the evaluation design <i>(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)</i>	Section Rating
13	Does the logical framework:	i) Capture the key elements of the Theory of Change/ intervention logic for the project?	Yes	The LogFrame was part of the original project design as a cookie cutter project. It was not attached to this project document.	Moderately Satisfactory
		ii) Have 'SMART' indicators for outputs?	Yes		
		ii) Have 'SMART' indicators for outcomes?	Yes		
14	Is there baseline information in relation to key performance indicators?		Yes	All baselines are at 0 because the enabling activity's aim is to gather all available information on the use of Hg in the ASGM sector and devise a strategy/NAP.	

15	Has the desired level of achievement (targets) been specified for indicators of outputs and outcomes?		Yes	The targets in the LogFrame are adapted to the original project design. However, this project was regional. The targets can be extrapolated for a single country; however this can be made better.	
16	Are the milestones in the monitoring plan appropriate and sufficient to track progress and foster management towards outputs and outcomes?		Yes	This is all found in Table 4 of the ProDoc.	
17	Have responsibilities for monitoring activities been made clear?		Yes	This is all found in Table 4 of the ProDoc.	
18	Has a budget been allocated for monitoring project progress?		yes	\$25,000	
19	Is the workplan clear, adequate and realistic? (eg. Adequate time between capacity building and take up etc)		yes		
F.	Governance and Supervision Arrangements		YES/NO	Comments/Implications for the evaluation design (e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)	Section Rating
20	Is the project governance and supervision model comprehensive, clear and appropriate? (Steering Committee, partner consultations etc.)		Yes		Satisfactory
21	Are roles and responsibilities within UNEP clearly defined?		Yes	TM (Chemicals branch), FMO (UNEP Nairobi), UNEP ROA support	
G.	Partnerships		YES/NO	Comments/Implications for the evaluation design (e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)	Section Rating
22	Have the capacities of partners been adequately assessed?		N/A		
23	Are the roles and responsibilities of external partners properly specified and appropriate to their capacities?		N/A		
H.	Learning, Communication and Outreach		YES/NO	Comments/Implications for the evaluation design (e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)	Section Rating

24	Does the project have a clear and adequate knowledge management approach?		Yes	The project aims to collect data in order to establish a baseline for the use of mercury in ASGM in Madagascar. It relies on a data collection, NCM and field missions to gather knowledge and data to feed the NAP.	Satisfactory
25	Has the project identified appropriate methods for communication with key stakeholders during the project life? <i>(If yes, do the plans build on an analysis of existing communication channels and networks used by key stakeholders?)</i>		Yes	The project will identify roster of experts, conduct trainings, gather tools and methodologies for development of NAP, assist with baseline inventories, and estimates. The NCM and NAG will ensure interactions through at least 1 consultation per month. This network is based on the NCM established during the MIA project, but expanded to include ASGM stakeholders.	
26	Are plans in place for dissemination of results and lesson sharing at the end of the project? If yes, do they build on an analysis of existing communication channels and networks ?		Yes	A national workshop to endorse the final NAP and expose the formulated NAP to public consultation before endorsement and representatives of vulnerable groups and miners are particularly targeted.	
I.	Financial Planning / Budgeting		YES/NO	Comments/Implications for the evaluation design <i>(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)</i>	Section Rating
27	Are the budgets / financial planning adequate at design stage? (coherence of the budget, do figures add up etc.)		Yes		Highly Satisfactory
28	Is the resource mobilization strategy reasonable/realistic? <i>(If it is over-ambitious it may undermine the delivery of the project outcomes or if under-ambitious may lead to repeated no cost extensions)</i>		N/A	Funds available, N/A	
J	Efficiency		YES/NO	Comments/Implications for the evaluation design <i>(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)</i>	Section Rating
29	Has the project been appropriately designed in relation to the duration and/or levels of secured funding?		Yes	Yes, the project is based on a cookie cutter model established for the NAP projects.	Highly Satisfactory

30	Does the project design make use of / build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. to increase project efficiency?		Yes	Madagascar had MoE staff working on the MIA who also spearheaded the execution of the NAP. The NCM for MIA serves as the basis for the NCM and NAG for the NAP.	
31	Does the project document refer to any value for money strategies (ie increasing economy, efficiency and/or cost-effectiveness)?		Yes	Section D of Part II.	
32	Has the project been extended beyond its original end date? <i>(If yes, explore the reasons for delays and no-cost extensions during the evaluation)</i>		No		
K.	Risk identification and Social Safeguards		YES/NO	Comments/Implications for the evaluation design <i>(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)</i>	Section Rating
33	Are risks appropriately identified in both the ToC/logic framework and the risk table? <i>(If no, include key assumptions in reconstructed TOC)</i>		No	No risk assessment	Moderately Satisfactory
34	Are potentially negative environmental, economic and social impacts of the project identified and is the mitigation strategy adequate? <i>(consider unintended impacts)</i>		yes	No risk assessment. The safeguards checklist comes close to satisfying this requirement, however this could benefit from being formulated as a risk assessment table.	
35	Does the project have adequate mechanisms to reduce its negative environmental foot-print? <i>(including in relation to project management)</i>		N/A	The project will assess the situation about Hg in the ASGM sector and related emissions and releases in Madagascar. It will not take direct action on the ground but assessments and the national overview of the ASGM sector will assist Madagascar to identify priority issues in relation to human health and the environment, where socio economic and environmental considerations will be identified.	
L.	Sustainability / Replication and Catalytic Effects		YES/NO	Comments/Implications for the evaluation design <i>(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)</i>	Section Rating

36	Was there a credible sustainability strategy at design stage?		Yes	As an assessment project, the combination of assumptions is solid and provide for a credible sustainability strategy at the design stage.	Highly Satisfactory
37	Does the project design include an appropriate exit strategy?		N/A	As an assessment project, this is N/A.	
38	Does the project design present strategies to promote/support scaling up, replication and/or catalytic action?		Yes	This does not apply due to the nature of the project as a scoping and baseline establishing activity. The project is replicable in other countries due to the cookie cutter design. The project does promote a sustainable communication channel nationally via the national coordination mechanism and regionally via the regional meetings.	
39	Did the design address any/all of the following: socio-political, financial, institutional and environmental sustainability issues?		Yes	This is addressed by the Safeguards appendix	
M.	Identified Project Design Weaknesses/Gaps		YES/NO	Comments/Implications for the evaluation design <i>(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)</i>	Section Rating
40	Were there any major issues not flagged by PRC?		No		Satisfactory
41	What were the main issues raised by PRC that were not addressed?		N/A		
N	UNEP Gender Marker Score	SCORE		Comments	No Rating
42	<p>What is the Gender Marker Score applied by UN Environment during project approval? (This applies for projects approved from 2017 onwards)</p> <p>0 = gender blind: Gender relevance is evident but not at all reflected in the project document.</p> <p>1 = gender partially mainstreamed: Gender is reflected in the context, implementation, logframe, or the budget.</p> <p>2a = gender well mainstreamed throughout: Gender is reflected in the context, implementation, logframe, and the budget.</p> <p>2b = targeted action on gender: (to advance gender equity): the principle purpose of the project is to advance</p>	1		<p><i>The gender dimension is addressed under the stakeholder analysis of the ProDoc. Data from the NGO Women in Europe for a Common Future on women's role in the ASGM sector is described/referenced. The project advocates for a national regulatory framework targeting the protection of these vulnerable groups. The concept of gender as "women's rights" is the only consideration of this project. The design does not take into account the high risk taken by men in working with and handling Hg. It ensures the participation of women's organizations in project design, implementation and monitoring by including women in the NCM and consultations with at risk communities. It also includes disaggregated data collection. Gender considerations will be included in the NAP.</i></p>	

<p>gender equality. n/a = gender is not considered applicable: A gender analysis reveals that the project does not have direct interactions with, and/or impacts on, people. Therefore gender is considered not applicable.</p>				
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CALCULATING THE OVERALL PROJECT DESIGN QUALITY SCORE

	SECTION	RATING (1-6)	WEIGHTING	TOTAL (Rating x Weighting/100)
A	Nature of External Context	6	4	0.24
B	Project Preparation	5	12	0.6
C	Strategic Relevance	5	8	0.4
D	Intended Results and Causality	4	16	0.64
E	Logical Framework and Monitoring	4	8	0.32
F	Governance and Supervision Arrangements	5	4	0.2
G	Partnerships		8	0
H	Learning, Communication and Outreach	5	4	0.2
I	Financial Planning / Budgeting	6	4	0.24
J	Efficiency	6	8	0.48
K	Risk identification and Social Safeguards	4	8	0.32
L	Sustainability / Replication and Catalytic Effects	6	12	0.72
M	Identified Project Design Weaknesses/Gaps	5	4	0.2
			TOTAL SCORE (Sum Totals)	4.56

Satisfactory

Annex 2. List of Stakeholders

N°	NOM ET PRENOMS	FONCTION
1	RALALAHARISOA Christine Edmée	Directeur National du projet /Directeur Général de l'Environnement
2	RANDRIANOMENJANAHARY Hanitriniaina Liliane	Coordonnateur National du projet, Ministère de l'Environnement, de l'Ecologie et des Forêts (MEEF)
3	RAHOLIARIVONY Julia	Responsable Financier du projet, MEEF
4	RANDRIANASOLO Harisoa	Comptable du projet, MEEF
5	RAMIANDRISOA Lisimampianina Rondro	Membre Comité National de coordination du projet (CNC), Ministère Chargé de la Population
6	ROUKSANA	CNC, Ministère du Commerce et de la Consommation
7	ANDRIAMANANJARA Raoul François	CNC, Ministère chargé des Travaux Publiques
8	RASAMISON Ange Sabrina	CNC, Ministère chargé de l'Agriculture et de l'Elevage
9	TAHAZAFY Delphin	Directeur Mine, consultant en Mines, Vatovavy Fitovinany
10	RABENJANOTAHINA Nirisoa	Consultant Expert national en mercure, Association Mirindra
11	RAMBOLATAHIANA Hajasoa	Consultant Expert national indépendant en mercure
12	ETOVOMANA	Consultant Expert en Santé Publique en ASGM
13	RAKOTOARISON Norohasina	Consultant Expert en Santé Publique
14	RAKOTOVAO Hery	Consultant Expert en Mine
15	RANDRIANARISOA Jean Romain	Consultant Expert en mine
16	RAKOTONDRAVONY Hervé Francis	Consultant en ASGM
17	RAKOTOBE Gérard	Consultant Socio-économique
18	RAKOTONAIVO Derasoa Marius	CNC, Agence Nationale de l'or, Ministère des Mines
19	REJO Roger Andrianalimanana	CNC, Centre National de Recherche Environnemental/Ministère de la Recherche Scientifique
20	RAMANALINIAINA Nivotiana Claudia	CNC, KRAOMA Industrie d'exploitation minière
21	TATAGERA Brice Landry	CNC, Ministère des Finances et du Budget
22	NOASIHARINALANOMENJANAHARY Philippine	CNC, Ministère chargé de la Population
23	RAHARILALA Faraniaina	CNC, Ministère chargé de l'Industrie
24	NOASILALAONOMENJANAHARY Ambinintsoa Lucie	CNC, Présidente de la Plateforme National des Femmes et du Développement Durable et de la Sécurité Alimentaire
25	ANDRIAMAHENINA Njaka	CNC, Institut National en Stratégies Technique Nucléaire
26	RANDRIANIRINA Andréa	CNC, Ministère chargé des Mines

27	RAMANITRARIVO Onisoa	CNC, Ministère de la Santé Publique
28	RAHERIMALALA Agnès	CNC, Direction de la Gestion des Pollutions, MEEF
29	RAHARISOA Mamitiana,	CNC, Direction de la Dimension Environnementales, MEEF
30	RABENAIVO Rijaso Ernest	CNC, Direction de l'Intégration de la Dimension Environnemental, MEEF
31	RAZAFINDRALAMBO Andriatsilavina	CNC, Ministère chargé des mines
32	RAMINOSOA Malala	CNC, OMS
33	MASINDRORO Arsène	Orpailleur Ambilobe Betsiaka
34	GENEVIS	Société Civile
35	ZAONARIVELO Augustin Thierry	Orpailleur Amoron'i Mania

Annex 3. List of documents consulted

- Global Environment Fund. (2009). *The ROTL Handbook: Towards Enhancing the Impacts of Environmental Projects* (Methodological Paper #2). Retrieved from <http://gefio.org/sites/default/files/ieo/ieo-documents/ops4-m02-roti.pdf>
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- Global Environment Fund. (2018). *Chemicals and Waste (CW) Focal Area Study 2017*. Retrieved from http://www.gefio.org/sites/default/files/ieo/evaluations/files/cw-study-2017_0.pdf
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- Ministère de l'Environnement, de l'Ecologie et des Forêts du Madagascar. (2018b). *Plan d'Action National pour réduire et / ou éliminer l'utilisation du mercure dans l'Extraction Minière Artisanale et à Petite échelle de l'or MADAGASCAR, En conformité avec les dispositions de la Convention de Minamata sur le mercure*. Retrieved from http://212.203.125.75/MinamataServiceAdmin/public/uploads/Proj_2079/National_Action_Plan_Madagascar.pdf
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- United Nations Development Programme. (2011). *Gender Mainstreaming Guidance Series - Chemicals Management: Chemicals and Gender*. Retrieved from <https://www.undp.org/content/dam/aplaws/publication/en/publications/environment-energy/www-ee-library/chemicals-management/chemicals-and-gender/2011%20Chemical&Gender.pdf>
- United Nations Environment Programme. (2016). *GEF-6 Request for Chemicals and Waste Enabling Activity: Development of National Action Plan for Artisanal and Small Scale Gold Mining in Madagascar*.
- United Nations Environment Programme. (2018). *Terms of Reference for the Terminal Review of the UNEP/GEF project ID #9457*.

Annex 5. Terminal Review Terms of Reference without annexes

TERMS OF REFERENCE

Terminal Review of the UN Environment/Global Environment Facility project

“Development of National Action Plan for Artisanal and Small Scale Gold Mining in Madagascar”

Section 1: PROJECT BACKGROUND AND OVERVIEW

Project General Information

Table 1. Project summary

Executing Agency:	Ministry of Environment, Ecology, Sea and Forests of the Republic of Madagascar		
Sub-programme:	Chemicals and Wastes	Expected Accomplishment(s):	PoW 2016-2017 - Subprogramme 5 chemicals and waste - EA (a) countries increasingly have the necessary institutional capacity and policy instruments to manage chemicals and waste soundly, including the implementation of related provisions in the multilateral environmental agreements”.
UN Environment approval date:		Programme of Work Output(s):	(2) Secretariat support provided to the INC to prepare the Minamata Convention on Mercury during the interim period, prior to its entry into force.
GEF project ID:	9457	Project type:	EA
GEF Operational Programme #:	2	Focal Area(s):	C&W
GEF approval date:	30/03/2016	GEF Strategic Priority:	Mercury
Expected start date:	May 2016	Actual start date:	10/11/2016
Planned completion date:	May 2018	Actual completion date:	February 2019
Planned project budget at approval:	\$500,000	Actual total expenditures reported as of Dec 18:	\$485,000
GEF grant allocation:	\$500,000	GEF grant expenditures reported as of Dec 18:	\$485,000
Project Preparation Grant - GEF financing:	n/a	Project Preparation Grant - co-financing:	n/a
Expected Medium-Size Project/Full-Size Project co-financing:	n/a	Secured Medium-Size Project/Full-Size Project co-financing:	n/a
First disbursement:	10/11/2016	Date of financial closure:	December 2018
No. of revisions:	0	Date of last revision:	N/A
No. of Steering Committee meetings:	n/a	Date of last/next Steering Committee meeting:	Last: n/a Next: n/a
Mid-term Review/ Evaluation (planned date):	n/a	Mid-term Review/ Evaluation (actual date):	n/a

Terminal Review (planned date):	March-August 2019	Terminal Review (actual date):	Q3 2019
Coverage - Country(ies):	Madagascar	Coverage - Region(s):	National
Dates of previous project phases:	n/a	Status of future project phases:	n/a

Project rationale

The Minamata Convention on Mercury identifies and describes in its Article 13 the financial mechanism to support Parties from developing countries and countries with economies in transition to implement the Convention¹⁷. It identifies two entities that will function as the Financial Mechanism:

- a) the Global Environment Facility Trust Fund (GEF); and
- b) A Specific International Programme to support capacity-building and technical assistance.

The GEF has been strongly committed to support the ratification and further implementation of the Minamata Convention on Mercury since GEF-5 (2009-2013). The GEF-5 strategy contained a pilot program on mercury to accompany the negotiations of the Minamata Convention. An amount of \$15 million was set aside in GEF-5 to fund projects aimed at reducing mercury use, emissions and exposure; improving data and scientific information at the national level and enhancing capacity for mercury storage; and address waste and contaminated sites¹⁸. The gap between signature at end of 2013 and the start of GEF-6 in 2014 was considered a crucial period for countries to determine the feasibility of accepting or ratifying the convention after signature. Accordingly, the GEF Council agreed to invest up to \$10 million to help countries with initial assessments of the mercury situation in their countries.

In GEF-6 the GEF programmed additional \$30 million for countries to develop Minamata Initial Assessments and ASGM Action Plans¹⁹.

The GEF Secretariat in consultation with the Interim Secretariat of the Minamata Convention was tasked to develop initial guidelines for enabling activities and pre-ratification projects. The initial guidelines were presented as an information document at the 45th Council Meeting and revised by the Intergovernmental Negotiating Committee 6 (GEF/C.45/Inf.05/Rev.01). This document was complemented by the "Guidance document on the preparation of national action plans for artisanal and small-scale gold mining²⁰, adopted by the Conference of the Parties (COP) (decision MC-1/13).

Madagascar signed the Minamata Convention on 10 October 2013 at the Conference of Plenipotentiaries, held in Kumamoto, Japan. The Convention was ratified by Madagascar on 13 May 2015. On 13 January 2016, the National Focal Point of the Minamata Convention in Madagascar notified the Interim Secretariat of the Minamata Convention on Mercury, in accordance with article 07 of the Minamata Convention, that artisanal and small-scale gold mining and processing was more than insignificant within Madagascar. On 15 January 2016, the GEF Operational Focal Point of Madagascar endorsed the development of an ASGM National Action Plan in Madagascar with UNEP as Implementing Agency. The project was developed based on the guidelines for the development of ASGM National Action Plans approved by the Minamata COP. The GEF Chief Executive Officer endorsed the project on 30 March 2016 as part of GEF's efforts to achieve the objectives of its Chemicals and Waste Focal Area Strategy, in particular goal 1 "develop the enabling conditions, tools and environment for the sound management of harmful chemicals and wastes"; program 2 "support enabling activities and promote their integration into national budgets and planning processes, national and sector policies and actions and global monitoring".

¹⁷ Text of the global legally binding instrument on mercury agreed by the Intergovernmental Negotiating Committee on its 5th session in January 2013. The text was adopted and opened for signature at the Diplomatic Conference held in Minamata and Kumamoto, Japan in October 2013.

¹⁸ Strategy for the pilot is presented in the document GEF/C.39/Inf.09

¹⁹ UNEP/MC/COP.2/INF/3

²⁰ UNEP/MC/COP.1/17

The project also contributed to achieve UNEP's Programme of Work for 2016-2017 through its expected accomplishment A under subprogramme 5 chemicals and waste.

The project was aimed at facilitating the use of scientific and technical knowledge and tools by national stakeholders in Madagascar to develop the ASGM National Action Plan. The future implementation of the ASGM National Action Plan will contribute to reduce the use of mercury and mercury compounds in, and the emissions and releases to the environment of mercury from, artisanal and small-scale gold mining and processing.

Project objectives and components

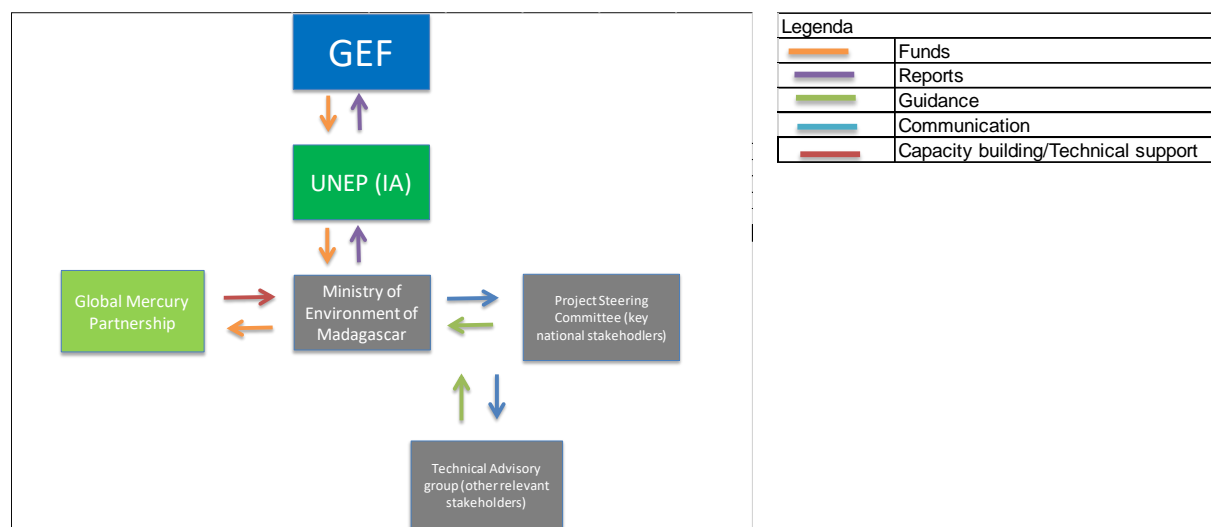
Objective:

Development of National Action Plan to reduce the use of mercury and mercury compounds in, and the emissions and releases to the environment of mercury from, artisanal and small-scale gold mining and processing is facilitated by the use of scientific and technical knowledge and tools by national stakeholders in Madagascar.

Components:

9. National information exchange, capacity building and knowledge generation
10. Establishment of Coordination Mechanisms and organization of processes
11. Develop a national overview of the ASGM sector, including baseline, estimates of mercury uses and practices
12. Development, endorse and submit to the Minamata Convention Secretariat NAP for the ASGM

Executing Arrangements



Project Cost and Financing

Component	Original budget	Revised budget	Expenditure as of 31 Dec 18
Component 1	\$69,500	N/A	\$69,902
Component 2	\$21,500	N/A	\$21,902
Component 3	\$237,046	N/A	\$235,839
Component 4	\$101,500	N/A	\$101,903
Project Management	\$45,454	N/A	\$45,454
M&E	\$25,000	N/A	\$10,000
Total	\$500,000	\$500,000	\$485,000

Implementation Issues

N/A.

Section 2. OBJECTIVE AND SCOPE OF THE REVIEW

Key Evaluation principles

Evaluation findings and judgements should be based on **sound evidence and analysis**, clearly documented in the review report. Information will be triangulated (i.e. verified from different sources) as far as possible, and when verification is not possible, the single source will be mentioned (whilst anonymity is still protected). Analysis leading to evaluative judgements should always be clearly spelled out.

The “Why?” Question. As this is a terminal review and similar interventions are envisaged for the future, particular attention should be given to learning from the experience. Therefore, the “*Why?*” question should be at the front of the consultants’ minds all through the review exercise and is supported by the use of a theory of change approach. This means that the consultants need to go beyond the assessment of “*what*” the project performance was, and make a serious effort to provide a deeper understanding of “*why*” the performance was as it was. This should provide the basis for the lessons that can be drawn from the project.

Baselines and counterfactuals. In attempting to attribute any outcomes and impacts to the project intervention, the evaluators should consider the difference between *what has happened with, and what would have happened without, the project*. This implies that there should be consideration of the baseline conditions, trends and counterfactuals in relation to the intended project outcomes and impacts. It also means that there should be plausible evidence to attribute such outcomes and impacts to the actions of the project. Sometimes, adequate information on baseline conditions, trends or counterfactuals is lacking. In such cases this should be clearly highlighted by the evaluators, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgements about project performance.

Communicating review results. A key aim of the review is to encourage reflection and learning by UN Environment staff and key project stakeholders. The consultant should consider how reflection and learning can be promoted, both through the review process and in the communication of review findings and key lessons. Clear and concise writing is required on all review deliverables. Draft and final versions of the main review report will be shared with key stakeholders by the Task Manager. There may, however, be several intended audiences, each with different interests and needs regarding the report. The Task Manager will plan with the consultant(s) which audiences to target and the easiest and clearest way to communicate the key review findings and lessons to them. This may include some or all of the following; a webinar, conference calls with relevant stakeholders, the preparation of a review brief or interactive presentation.

Objective of the Review

In line with the UN Environment Evaluation Policy²¹ and the UN Environment Programme Manual²², the Terminal Review (TR) is undertaken at completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The review has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UN Environment, Groundwork and all the national counterparts. Therefore, the review will identify lessons of operational relevance for future project formulation and implementation [especially for the second phase of the project, if applicable].

Key Strategic Questions

²¹ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationPolicy/tabid/3050/language/en-US/Default.aspx>

²² http://www.unep.org/QAS/Documents/UNEP_Programme_Manual_May_2013.pdf . *This manual is under revision.*

In addition to the evaluation criteria outlined in Section 10 below, the review will address the **strategic questions** listed below. These are questions of interest to UN Environment and to which the project is believed to be able to make a substantive contribution:

- Is the country aware of its obligations under the Convention?
- How is the implementation of the NAP articulated?

Evaluation Criteria

All evaluation criteria will be rated on a six-point scale. Sections A-I below, outline the scope of the criteria and a link to a table for recording the ratings is provided in Annex 1). A weightings table will be provided in excel format (link provided in Annex 1) to support the determination of an overall project rating. The set of evaluation criteria are grouped in nine categories: (A) Strategic Relevance; (B) Quality of Project Design; (C) Nature of External Context; (D) Effectiveness, which comprises assessments of the achievement of outputs, achievement of outcomes and likelihood of impact; (E) Financial Management; (F) Efficiency; (G) Monitoring and Reporting; (H) Sustainability; and (I) Factors Affecting Project Performance. The review consultants can propose other evaluation criteria as deemed appropriate.

A. Strategic Relevance

The review will assess, in line with the OECD/DAC definition of relevance, '*the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor*'. The review will include an assessment of the project's relevance in relation to UN Environment's mandate and its alignment with UN Environment's policies and strategies at the time of project approval. Under strategic relevance an assessment of the complementarity of the project with other interventions addressing the needs of the same target groups will be made. This criterion comprises four elements:

i. Alignment to the UN Environment Medium Term Strategy²³ (MTS) and Programme of Work (POW)

The review should assess the project's alignment with the MTS and POW under which the project was approved and include reflections on the scale and scope of any contributions made to the planned results reflected in the relevant MTS and POW.

ii. Alignment to UN Environment /GEF/Donor Strategic Priorities

Donor, including GEF, strategic priorities will vary across interventions. UN Environment strategic priorities include the Bali Strategic Plan for Technology Support and Capacity Building²⁴ (BSP) and South-South Cooperation (S-SC). The BSP relates to the capacity of governments to: comply with international agreements and obligations at the national level; promote, facilitate and finance environmentally sound technologies and to strengthen frameworks for developing coherent international environmental policies. S-SC is regarded as the exchange of resources, technology and knowledge between developing countries. GEF priorities are specified in published programming priorities and focal area strategies.

iii. Relevance to Regional, Sub-regional and National Environmental Priorities

The review will assess the extent to which the intervention is suited, or responding to, the stated environmental concerns and needs of the countries, sub-regions or regions where it is being implemented. Examples may include: national or sub-national development plans, poverty reduction strategies or Nationally Appropriate Mitigation Action (NAMA) plans or regional agreements etc.

iv. Complementarity with Existing Interventions

An assessment will be made of how well the project, either at design stage or during the project mobilization, took account of ongoing and planned initiatives (under the same sub-programme, other UN Environment sub-programmes, or being implemented by other agencies) that address similar needs of the same target groups.

²³UN Environment's Medium Term Strategy (MTS) is a document that guides UN Environment's programme planning over a four-year period. It identifies UN Environment's thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as Expected Accomplishments (EAs), of the Sub-programmes.

²⁴<http://www.unep.org/GC/GC23/documents/GC23-6-add-1.pdf>

The review will consider if the project team, in collaboration with Regional Offices and Sub-Programme Coordinators, made efforts to ensure their own intervention was complementary to other interventions, optimized any synergies and avoided duplication of effort. Examples may include UNDAFs or One UN programming. Linkages with other interventions should be described and instances where UN Environment's comparative advantage has been particularly well applied should be highlighted.

Factors affecting this criterion may include: stakeholders' participation and cooperation; responsiveness to human rights and gender equity and country ownership and driven-ness.

B. Quality of Project Design

The quality of project design is assessed using an agreed template during the review inception phase, ratings are attributed to identified criteria and an overall Project Design Quality rating is established. This overall Project Design Quality rating is entered in the final review ratings table as item B. In the Main Review Report a summary of the project's strengths and weaknesses at design stage is included.

Factors affecting this criterion may include (at the design stage): stakeholders' participation and cooperation and responsiveness to human rights and gender equity, including the extent to which relevant actions are adequately budgeted for.

C. Nature of External Context

At review inception stage a rating is established for the project's external operating context (considering the prevalence of conflict, natural disasters and political upheaval). This rating is entered in the final review ratings table as item C. Where a project has been rated as facing either an Unfavourable or Highly Unfavourable external operating context, the overall rating for Effectiveness may be increased at the discretion of the Review Consultant and Task Manager together. A justification for such an increase must be given.

D. Effectiveness

The review will assess effectiveness across three dimensions: achievement of outputs, achievement of direct outcomes and likelihood of impact.

i. Achievement of Outputs

The review will assess the project's success in producing the programmed outputs (products and services delivered by the project itself) and achieving milestones as per the project design document (ProDoc). Any *formal* modifications/revisions made during project implementation will be considered part of the project design. Where the project outputs are inappropriately or inaccurately stated in the ProDoc, a table should, for transparency, be provided showing the original formulation and the amended version. The achievement of outputs will be assessed in terms of both quantity and quality, and the assessment will consider their usefulness and the timeliness of their delivery. The review will briefly explain the reasons behind the success or shortcomings of the project in delivering its programmed outputs and meeting expected quality standards.

Factors affecting this criterion may include: preparation and readiness and quality of project management and supervision²⁵.

ii. Achievement of Direct Outcomes

The achievement of direct outcomes is assessed as performance against the direct outcomes as defined in the reconstructed²⁶ Theory of Change (TOC). These are the first-level outcomes expected to be achieved as an

²⁵ In some cases, 'project management and supervision' will refer to the supervision and guidance provided by UN Environment to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UN Environment.

²⁶ UN Environment staff are currently required to submit a Theory of Change with all submitted project designs. The level of 'reconstruction' needed during an evaluation will depend on the quality of this initial TOC, the time that has lapsed between project design and implementation (which may be related to securing and disbursing funds) and the level of any changes made to the project design. In the case of projects pre-dating 2013 the intervention logic is often represented in a logical framework and a TOC will need to be constructed in the inception stage of the evaluation.

immediate result of project outputs. As in 1, above, a table can be used where substantive amendments to the formulation of direct outcomes as necessary. The review should report evidence of attribution between UN Environment's intervention and the direct outcomes. In cases of normative work or where several actors are collaborating to achieve common outcomes, evidence of the nature and magnitude of UN Environment's contribution should be included.

Factors affecting this criterion may include: quality of project management and supervision; stakeholders' participation and cooperation; responsiveness to human rights and gender equity and communication and public awareness.

iii. Likelihood of Impact

Based on the articulation of longer term effects in the reconstructed TOC (i.e. from direct outcomes, via intermediate states, to impact), the review will assess the likelihood of the intended, positive impacts becoming a reality. Project objectives or goals should be incorporated in the TOC, possibly as intermediate states or long term impacts. The Evaluation Office's approach to the use of TOC in project reviews is outlined in a guidance note available on the EOU website, web.unep.org/evaluation and is supported by an excel-based flow chart called, Likelihood of Impact Assessment (see Annex 1). Essentially the approach follows a 'likelihood tree' from direct outcomes to impacts, taking account of whether the assumptions and drivers identified in the reconstructed TOC held. Any unintended positive effects should also be identified and their causal linkages to the intended impact described.

The review will also consider the likelihood that the intervention may lead, or contribute to, unintended negative effects. Some of these potential negative effects may have been identified in the project design as risks or as part of the analysis of Environmental, Social and Economic Safeguards.²⁷

The review will consider the extent to which the project has played a catalytic role or has promoted scaling up and/or replication²⁸ as part of its Theory of Change and as factors that are likely to contribute to longer term impact. Ultimately UN Environment and all its partners aim to bring about benefits to the environment and human well-being. Few projects are likely to have impact statements that reflect such long-term or broad-based changes. However, the review will assess the likelihood of the project to make a substantive contribution to the high level changes represented by UN Environment's Expected Accomplishments, the Sustainable Development Goals²⁹ and/or the high level results prioritised by the funding partner.

Factors affecting this criterion may include: quality of project management and supervision, including adaptive project management; stakeholders' participation and cooperation; responsiveness to human rights and gender equity; country ownership and driven-ness and communication and public awareness.

E. Financial Management

Financial management will be assessed under three broad themes: completeness of financial information, communication between financial and project management staff and compliance with relevant UN financial management standards and procedures. The review will establish the actual spend across the life of the project of funds secured from all donors. This expenditure will be reported, where possible, at output level and will be compared with the approved budget. The review will assess the level of communication between the Task Manager and the Fund Management Officer as it relates to the effective delivery of the planned project and the needs of a responsive, adaptive management approach. The review will verify the application of proper financial management standards and adherence to UN Environment's financial management policies. Any financial management issues that have affected the timely delivery of the project or the quality of its performance will be highlighted.

²⁷ Further information on Environmental, Social and Economic Safeguards (ESES) can be found at <http://www.unep.org/about/eses/>

²⁸ *Scaling up* refers to approaches being adopted on a much larger scale, but in a very similar context. Scaling up is often the longer term objective of pilot initiatives. *Replication* refers to approaches being repeated or lessons being explicitly applied in new/different contexts e.g. other geographic areas, different target group etc. Effective replication typically requires some form of revision or adaptation to the new context. It is possible to replicate at either the same or a different scale.

²⁹ A list of relevant SDGs is available on the EO website www.unep.org/evaluation

Factors affecting this criterion may include: preparation and readiness and quality of project management and supervision.

F. Efficiency

In keeping with the OECD/DAC definition of efficiency, the review will assess the cost-effectiveness and timeliness of project execution. Focussing on the translation of inputs into outputs, cost-effectiveness is the extent to which an intervention has achieved, or is expected to achieve, its results at the lowest possible cost. Timeliness refers to whether planned activities were delivered according to expected timeframes as well as whether events were sequenced efficiently. The review will also assess to what extent any project extension could have been avoided through stronger project management and identify any negative impacts caused by project delays or extensions. The review will describe any cost or time-saving measures put in place to maximise results within the secured budget and agreed project timeframe and consider whether the project was implemented in the most efficient way compared to alternative interventions or approaches.

The review will give special attention to efforts by the project teams to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. to increase project efficiency. The review will also consider the extent to which the management of the project minimised UN Environment's environmental footprint.

Factors affecting this criterion may include: preparation and readiness (e.g. timeliness); quality of project management and supervision and stakeholders' participation and cooperation.

G. Monitoring and Reporting

The review will assess monitoring and reporting across three sub-categories: monitoring design and budgeting, monitoring of project implementation and project reporting.

i. Monitoring Design and Budgeting

Each project should be supported by a sound monitoring plan that is designed to track progress against SMART³⁰ indicators towards the achievement of the projects outputs and direct outcomes, including at a level disaggregated by gender or groups with low representation. The review will assess the quality of the design of the monitoring plan as well as the funds allocated for its implementation. The adequacy of resources for mid-term and terminal review should be discussed if applicable.

ii. Monitoring of Project Implementation

The review will assess whether the monitoring system was operational and facilitated the timely tracking of results and progress towards projects objectives throughout the project implementation period. It will also consider how information generated by the monitoring system during project implementation was used to adapt and improve project execution, achievement of outcomes and ensure sustainability. The review should confirm that funds allocated for monitoring were used to support this activity.

iii. Project Reporting

UN Environment has a centralised Project Information Management System (PIMS) in which project managers upload six-monthly status reports against agreed project milestones. This information will be provided to the Review Consultant(s) by the Task Manager. Projects funded by GEF have specific evaluation/review requirements with regard to verifying documentation and reporting (i.e. the Project Implementation Reviews, Tracking Tool and CEO Endorsement template³¹), which will be made available by the Task Manager. The review will assess the extent to which both UN Environment and donor reporting commitments have been fulfilled.

Factors affecting this criterion may include: quality of project management and supervision and responsiveness to human rights and gender equity (e.g. disaggregated indicators and data).

³⁰ SMART refers to indicators that are specific, measurable, assignable, realistic and time-specific.

³¹ The Evaluation Consultant(s) should verify that the annual Project Implementation Reviews have been submitted, that the Tracking Tool is being kept up-to-date and that in the CEO Endorsement Template Table A and Section E have been completed.

H. Sustainability

Sustainability is understood as the probability of direct outcomes being maintained and developed after the close of the intervention. The review will identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved direct outcomes. Some factors of sustainability may be embedded in the project design and implementation approaches while others may be contextual circumstances or conditions that evolve over the life of the intervention. Where applicable an assessment of bio-physical factors that may affect the sustainability of direct outcomes may also be included.

i. Socio-political Sustainability

The review will assess the extent to which social or political factors support the continuation and further development of project direct outcomes. It will consider the level of ownership, interest and commitment among government and other stakeholders to take the project achievements forwards. In particular, the review will consider whether individual capacity development efforts are likely to be sustained.

ii. Financial Sustainability

Some direct outcomes, once achieved, do not require further financial inputs, e.g. the adoption of a revised policy. However, in order to derive a benefit from this outcome further management action may still be needed e.g. to undertake actions to enforce the policy. Other direct outcomes may be dependent on a continuous flow of action that needs to be resourced for them to be maintained, e.g. continuation of a new resource management approach. The review will assess the extent to which project outcomes are dependent on future funding for the benefits they bring to be sustained. Secured future funding is only relevant to financial sustainability where the direct outcomes of a project have been extended into a future project phase. The question still remains as to whether the future project outcomes will be financially sustainable.

iii. Institutional Sustainability

The review will assess the extent to which the sustainability of project outcomes is dependent on issues relating to institutional frameworks and governance. It will consider whether institutional achievements such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. are robust enough to continue delivering the benefits associated with the project outcomes after project closure.

Factors affecting this criterion may include: stakeholders' participation and cooperation; responsiveness to human rights and gender equity (e.g. where interventions are not inclusive, their sustainability may be undermined); communication and public awareness and country ownership and driven-ness.

I. Factors and Processes Affecting Project Performance

These factors are rated in the ratings table, but are discussed as cross-cutting themes as appropriate under the other evaluation criteria, above.

i. Preparation and Readiness

This criterion focuses on the inception or mobilisation stage of the project. The review will assess whether appropriate measures were taken to either address weaknesses in the project design or respond to changes that took place between project approval, the securing of funds and project mobilisation. In particular, the review will consider the nature and quality of engagement with stakeholder groups by the project team, the confirmation of partner capacity and development of partnership agreements as well as initial staffing and financing arrangements. (Project preparation is covered in the template for the assessment of Project Design Quality).

ii. Quality of Project Implementation and Execution

Specifically, for GEF funded projects, this factor refers separately to the performance of the executing agency and the technical backstopping and supervision provided by UN Environment, as the implementing agency.

The review will assess the effectiveness of project management with regard to: providing leadership towards achieving the planned outcomes; managing team structures; maintaining productive partner relationships (including Steering Groups etc.); communication and collaboration with UN Environment colleagues; risk management; use of problem-solving; project adaptation and overall project execution. Evidence of adaptive project management should be highlighted.

iii. Stakeholder Participation and Cooperation

Here the term 'stakeholder' should be considered in a broad sense, encompassing all project partners, duty bearers with a role in delivering project outputs and target users of project outputs and any other collaborating agents external to UN Environment. The assessment will consider the quality and effectiveness of all forms of communication and consultation with stakeholders throughout the project life and the support given to maximise collaboration and coherence between various stakeholders, including sharing plans, pooling resources and exchanging learning and expertise. The inclusion and participation of all differentiated groups, including gender groups, should be considered.

iv. Responsiveness to Human Rights and Gender Equity

The review will ascertain to what extent the project has applied the UN Common Understanding on the human rights based approach (HRBA) and the UN Declaration on the Rights of Indigenous People. Within this human rights context, the review will assess to what extent the intervention adheres to UN Environment's Policy and Strategy for Gender Equality and the Environment.

The report should present the extent to which the intervention, following an adequate gender analysis at design stage, has implemented the identified actions and/or applied adaptive management to ensure that Gender Equity and Human Rights are adequately taken into account. In particular, the review will consider to what extent project design (section B), the implementation that underpins effectiveness (section D), and monitoring (section G) have taken into consideration: (i) possible gender inequalities in access to and the control over natural resources; (ii) specific vulnerabilities of women and children to environmental degradation or disasters; (iii) the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation.

v. Country Ownership and Driven-ness

The review will assess the quality and degree of engagement of government / public sector agencies in the project. The review will consider the involvement not only of those directly involved in project execution and those participating in technical or leadership groups, but also those official representatives whose cooperation is needed for change to be embedded in their respective institutions and offices. This factor is concerned with the level of ownership generated by the project over outputs and outcomes and that is necessary for long term impact to be realised. This ownership should adequately represent the needs and interests of all gender and marginalised groups.

vi. Communication and Public Awareness

The review will assess the effectiveness of: a) communication of learning and experience sharing between project partners and interested groups arising from the project during its life and b) public awareness activities that were undertaken during the implementation of the project to influence attitudes or shape behaviour among wider communities and civil society at large. The review should consider whether existing communication channels and networks were used effectively, including meeting the differentiated needs of gender and marginalised groups, and whether any feedback channels were established. Where knowledge sharing platforms have been established under a project the review will comment on the sustainability of the communication channel under either socio-political, institutional or financial sustainability, as appropriate.

Section 3. REVIEW APPROACH, METHODS AND DELIVERABLES

The Terminal Review will be an in-depth review using a participatory approach whereby key stakeholders are kept informed and consulted throughout the review process. Both quantitative and qualitative evaluation methods will be used as appropriate to determine project achievements against the expected outputs, outcomes and impacts. It is highly recommended that the consultant(s) maintains close communication with the project team and promotes information exchange throughout the review implementation phase in order to increase their (and other stakeholder) ownership of the review findings. Where applicable, the consultant(s) should provide a geo-referenced map that demarcates the area covered by the project and, where possible, provide geo-reference photographs of key intervention sites (e.g. sites of habitat rehabilitation and protection, pollution treatment infrastructure, etc.)

The findings of the review will be based on the following:

(a) **A desk review of:**

Relevant background documentation, inter alia;

Project design documents (including minutes of the project design review meeting at approval); Annual Work Plans and Budgets or equivalent, revisions to the project (Project Document Supplement), the logical framework and its budget;

Project reports such as six-monthly progress and financial reports, progress reports from collaborating partners, meeting minutes, relevant correspondence and including the Project Implementation Reviews and Tracking Tool etc.;

Project outputs: Inception workshop report, training report, ASGM National Action Plan final document for Madagascar, final meeting report

(b) **Interviews** (individual or in group) with:

UN Environment Task Manager (TM);

Project management team;

UN Environment Fund Management Officer (FMO);

Sub-Programme Coordinator;

Project partners, including, Ministry of Environment, Ecology, Sea and Forests of the Republic of Madagascar, and national counterparts

Relevant resource persons.

Review Deliverables and Review Procedures

The review team will prepare:

- **Inception Report:** (see Annex 1 for links to all templates, tables and guidance notes) containing an assessment of project design quality, a draft reconstructed Theory of Change of the project, project stakeholder analysis, review framework and a tentative review schedule.
- **Preliminary Findings Note:** typically, in the form of a PowerPoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings.
- **Draft and Final Review Report:** (see links in Annex 1) containing an executive summary that can act as a stand-alone document; detailed analysis of the review findings organised by evaluation criteria and supported with evidence; lessons learned and recommendations and an annotated ratings table.
- **Review Bulletin:** a 2-page summary of key review findings for wider dissemination.

Review of the draft review report. The review team will submit a draft report to the Task Manager and revise the draft in response to their comments and suggestions. The Task Manager will then forward the revised draft report to other project stakeholders, for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions as well as providing feedback on the proposed recommendations and lessons. Any comments or responses to draft reports will be sent to the Task Manager for consolidation. The Task Manager will provide all comments to the review team for consideration in preparing the final report, along with guidance on areas of contradiction or issues requiring an institutional response. Terminal Review Reports and their ratings will be validated by the UN Environment Evaluation Office and an Evaluation Manager will advise the Task Manager of the role played by the Evaluation Manager in the review validation process.

At the end of the review process, the Project Manager will circulate the **Lessons Learned**.

The Consultants' Team

For this review, the review team will consist of a consultant who will work under the overall responsibility of the Task Manager (Ludovic Bernaudat) in consultation with the Fund Management Officer (Anuradha Shenoy) and the Sub-Programme Coordinators of the Chemicals and Wastes sub-programme (Tessa Goverse). The consultant will liaise with the Task Manager on any procedural and methodological matters related to the review. It is, however, the consultant's individual responsibility to arrange for their visas and immunizations as well as to plan meetings with stakeholders, organize online surveys, obtain documentary evidence and any other logistical matters related to the assignment. The UN Environment Task Manager and project team will, where possible, provide logistical support (introductions, meetings etc.) allowing the consultants to conduct the review as efficiently and independently as possible.

The consultant will be hired for 2 months spread over the period 6 months and should have: an advanced university degree in environmental sciences, international development or other relevant political or social sciences area; a minimum of 1 year of technical / evaluation experience, and using a Theory of Change approach; a broad understanding of the Minamata Convention along with excellent writing skills in English; and, where possible, knowledge of the UN system, specifically of the work of UN Environment.

The consultant will be responsible, in close consultation with the Task Manager, for overall management of the review and timely delivery of its outputs, described above in Section 11 Review Deliverables, above. The consultant will ensure that all evaluation criteria and questions are adequately covered.

Details of Evaluation Consultants' Team Roles can be found on the Evaluation Office of UN Environment website: www.unep.org/evaluation.

Schedule of the review

The table below presents the tentative schedule for the review.

Table 3. Tentative schedule for the review

Milestone	Deadline
Inception Mission	
Inception Report	30 Sep 2019
Telephone interviews, surveys etc.	15 Oct 2019
PowerPoint/presentation on preliminary findings and recommendations	15 Oct 2019
Draft report to Task Manager	28 Oct 2019
Draft Review Report shared with UN Environment Project Manager and team	30 Oct 2019

Draft Review Report shared with wider group of stakeholders	1 Nov 2019
Final Review Report	15 Nov 2019
Final Review Report shared with all respondents	30 Nov 2019